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AUTHOR Merriam, Betsy
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ABSTRACT

This report addresses and makes recommendations concerning key issues with respect to cooperation and resource sharing programs among different types of libraries (school, public, academic, and special) within the state of Wisconsin. The foreword to the report describes the goals of the Wisconsin Library Network Plan (WLNP). The background of library cooperation in Wisconsin at the state and area levels is reviewed; past and recent studies concerning library cooperation in Wisconsin are discussed; and the goals and objectives, research process, survey and interview results, and general issues addressed by the WLNP project are summarized. The WLNP recommendations are presented for eight categories: (1) network purposes, (2) the need for area multitype networks, (3) network services, (4) network governance, (5) geographic area boundaries for networks, (6) network participation, (7) network funding, and (8) criteria for establishing networks. Accompanying the report are a set of 23 appendices relating to specific library cooperation and network activities, and a glossary of terms and acronyms. (Author/JL)

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WISCONSIN LIBRARY NETWORK PLAN REPORT:

Recommendations for Network Development
at the Area Level

WLNP Steering Committee

December, 1981

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Foreword

The Wisconsin Library Network Plan Report: Recommendations for Network Development at the Area Level, completed by the WLNP Steering Committee, addresses and makes recommendations concerning key issues relating to cooperation or resource sharing programs among different types of libraries: school, public, academic and special. The WLNP recommendations are subdivided into eight sections: network purposes, the need for area multitype networks, network services, governance framework, geographic area, participation, funding, and criteria. The Report also contains sections on past study efforts relating to library cooperation in Wisconsin, as well as a brief discussion of the WLNP project process. This Foreword describes from project staff perspective, and in more detail, the WLNP project goal; the WLNP process as originally planned and as revised in the course of the project implementation; the project's accomplishments and areas where there were not clear-cut recommendations; and potential uses of the report.

The Goal

The Wisconsin Library Network Plan (WLNP) project had the stated goal:

To design and recommend an appropriate structure and funding for cooperation among libraries of all types at the area level in Wisconsin, tying this structure to the state level library network.

The goal of the WLNP project was to look at library resource sharing activities in Wisconsin, identify problems related to resource sharing activities or functions, and to develop an appropriate program or framework for the support of resource sharing activities.

The goal was written in an open-ended way and was not meant to define or to predict the final recommendations. For example, "area level in Wisconsin" was broadly defined as an intrastate geographic division. Project participants considered many possible intrastate geographic divisions of Wisconsin (see Appendixes E-J) and of other states. Project participants were to discuss advantages and disadvantages of various geographic configurations and decide what was the best option for Wisconsin. The goal statement did not presuppose the source of funding for multitype library cooperation networks, and many sources such as fees; member dues; local, state or federal funds; and grants were considered and discussed. "...tying this structure to the state level library network" was stated as part of the goal; but the connecting mechanism and the state level body were left undefined. WLNP participants found that the sources of funding had implications for the appropriate governance framework or geographic area and that the issues were complicated and interrelated. For example, would the legislature be likely to grant state funds to an all-librarian governing body? Does combining state funding with local or county support create implications for the recommended geographic area? The goal statement did include an implicit assumption that there is a need for "cooperation among libraries of all types at the area level." This assumption was based on previous needs assessments and current studies. It was discussed and questioned by some but reaffirmed in the course of the project, in group meetings, in surveys of users, and in interviews with librarians.

The goal statement, and the methodology used in the Wisconsin Library Network Plan project, were meant to be conducive to a process of open inquiry and creative discussion, taking into consideration diverse viewpoints and practical constraints.

The Process Model

The process used in the WLNP project was adapted from a group process model used in problem exploration and program planning.* The model was used to base planning on previous Wisconsin study efforts or needs assessments and to involve a large number of people interested in library planning, library administration and library use. The Delbecq-Van de Ven program planning model has been utilized in a variety of community planning situations, as well as in business and industry.

The WLNP process brought together various combinations of people, in different groups, to discuss networking issues and possible solutions.

For example, the Steering Committee and Group A were composed of librarians from different types of libraries as well as lay members; other groups involved librarians from only one type of library. The WLNP process utilized different methods, as appropriate, in gathering data. Interviews with Wisconsin librarians, a survey of Wisconsin library users, open-ended written responses or comments to drafts of the WLNP Report, as well as group discussions were some of the methods used. Different groups took various approaches to problem identification and solution so that the project process provided a look at issues from a practical, pragmatic viewpoint, yet also addressed issues with a more long-range perspective, in a more theoretical or philosophical way.

The process involved people with different perspectives or interests, areas of expertise, and political or municipal affiliations; representing different types of libraries and areas of the state. Library users, trustees, administrators, line staff, policy makers, and some government representatives were included.

*The Process Implementation

Appendix U shows the WLNP project process as it was presented to the Steering Committee in August of 1980. In the first phase of the Project, the Steering Committee reviewed past study efforts and needs assessments; updated the needs assessments through librarian interviews and user surveys; and reviewed, developed and explored problems and issues relevant to the WLNP project goal. The Steering Committee used materials from Wisconsin and other states in this process. The Steering Committee also selected a pool of people to participate in various project working groups. These participants were selected on the basis of type of library and geographic representation, and availability to serve (see Appendix P).

*Delbecq, Andre L. and Andrew H. Van de Ven. "A group process model for problem identification and program planning." Journal of Applied Behavioral Science 7 (4) 466-492, 1971.

In the second phase of the project, a group of librarians, from all types of libraries (Group A) met to look at issues and problems in the context of the project goal, to identify alternative solutions to the problems and to develop a first draft or Concept Paper of WLNP recommendations. This was to be a theoretical, philosophical, "brain storming" process to define, explore, and reconceptualize problems and arrive at solutions. Group A participants were encouraged to try to forget "where they were from", their own vested interests, and take a holistic, neutral approach to planning.

After the WLNP Concept Paper or first draft was completed, a second group of librarians, again, from all types of libraries (Group B) was asked to react to the paper in a practical, pragmatic way; that is, to look critically at the draft for potential implementation problems or conflicts in the recommendations. Group B did not actually meet as a group; the participants in Group B responded as individuals by telephone and in writing, to the WLNP Concept Paper. Group B participants expressed a variety of responses, including general approval, a need for more information or clarification, specific concerns and a recognition of sensitive issues involved in reorganization. The WLNP Steering Committee was asked to review both the draft and comments from Group B, to synthesize the data and to develop final recommendations for library networking at the area level in Wisconsin. The Steering Committee met in February, 1981.

It was the original intent of the WLNP project for the Steering Committee, in writing the final Report, to build on Group A's Concept Paper. (Group A's Concept Paper recommended an evolution toward a single Multitype Library Network at the area level, incorporating current Public Library System functions, but allowing for some variation in the implementation of services at the area level. Group A's recommended framework was similar to Option 3 in the final WLNP Report.) The Steering Committee did not accept Group A's Concept Paper as a blueprint for action but instead requested a more detailed draft from Group A. The role of the Steering Committee changed at this point, and the WLNP process was revised and expanded beyond the original project timelines (see Appendix V).

Following the request of the Steering Committee, Group A met again in March, 1981 to add detail to its recommendations. In March, April and May, 1981 single type library groups (see Appendix P) also met to discuss the WLNP project goals and issues and the Concept Paper. It was interesting to note that there was diversity of opinion on issues in these single type library groups, as well as groups including representatives from different types of libraries. This might suggest differences of opinion based not solely on "type of library" but also on different experiences in different parts of the state regarding current and historical grass roots development of resource sharing activities and the frameworks under which these activities have been carried out.

In June, 1981 the Steering Committee worked on the recommendations at a two day meeting, discussing issues and recommendations for purpose, need, services, governance framework, geographic area, participation, funding, and criteria for multitype network development, but did not

finish its recommendations until after a final September, 1981 meeting. Although the Steering Committee did not accept some of the major recommendations in Group A's Concept Paper, much of the work of Group A was incorporated into the final Report.

The Progress

The WLNP project has contributed to progress in the development of area multitype library cooperation in Wisconsin. Following is a summary of Report recommendations for specific issues where there was general agreement on the Steering Committee and Group A:

1. Funding

There was agreement in many issues relating to funding.

- There should be some level of state funding for area multitype library networks. This funding should be the primary source of support for required services. (Many sources were considered.)
- The current level of funding for public library systems is not sufficient to fund services which could include network services for school, academic and special, as well as public libraries.
- State funds should be used to supplement county funds appropriated to provide county residents access to basic public library service.
- State funds would be allocated after an area network plan was approved by the Division for Library Services. The area plan would address implementation of the required services and would reflect area needs and concerns (much as the current Public Library System plans).

(Specific funding levels for area multitype networks were not addressed; results of the current (October, 1981 - September, 1982) Public Library Development and Funding Study (sponsored by the Division for Library Services, the Council on Library and Network Development, and the System and Resource Library Administrators' Association of Wisconsin) should be considered in making recommendations as to specific amounts.)

2. Definition of Area

Out of many considered options (see Appendixes E-J), it was recommended that multitype library networks should conform to public library system boundaries or multiples thereof. Libraries having boundaries which cross system boundaries could choose which area network to join. Public Library System boundaries follow county lines or multiples thereof.

3. Participation

There was agreement that libraries of all types, including for-profit special libraries and non-public school and academic libraries, should be eligible to participate in the services provided by area multitype networks. (A considered alternative was participation by publicly funded libraries only.)

4. Services

It was recommended that certain services should be required for area multitype library networks: interlibrary loan; reference referral; inservice training; library delivery and communication systems; and open access. Other services could be optional to an area.

Duplication of public library system and multitype library network services should be avoided.

5. Governing Body

There was agreement that the governing body for multitype library networks should be a mixed governing board (i.e., lay and librarian members, including county board members) with lay people constituting a majority of the board members and all types of libraries being represented. (Again, many options were considered by Group A before the mixed board concept was adopted; the Steering Committee concurred and defined the board membership more specifically.)

6. Need for Statutory Change

There was agreement that the Wisconsin statutes will require revision for the development of multitype library networks.

7. Area Network Connection to State Level

The Report recommends that the tie from the area level to the state level be the Wisconsin Division for Library Services for approval of the area network plan. Funds would be disbursed through the Division for Library Services.

8. Planning Process

The Report recommends a planning process for the development of area multitype library networks; the process is based on the process used in developing public library systems.

There was also general agreement on the purpose of, need for, and criteria for area multitype networks.

Governance Framework and Funding Recommendations

The biggest difference in the recommendations completed by Group A and the Steering Committee were in governance framework and funding. Group A recommended a structure similar to Option 3 in the Steering Committee Report. The Steering Committee Report includes three possible recommended governance options from which areas of the state could choose, with two separate funding options. A second major difference is that Group A's Paper was a consensus document, with general agreement to its recommendations; the Steering Committee Report, at least in regard to governance framework and funding recommendations, is a compromise document. There was, on the Steering Committee, a diversity of opinion as to the best recommendations for governance structure and funding. Various options were suggested and discussed. The Report reflects a compromise whereby individual members supported governance and funding recommendations which insured inclusion of "their" option, as well as options favored by others on the Committee. This compromise was accepted by the Steering Committee; however, some members expressed reservations about presenting multiple options. (See Appendix W for a minority reaction to the Report.)

Project Administration

The WLNP project was administered by the Wisconsin Department of Public Instruction, Division for Library Services, Bureau of Public and Cooperative Library Services, and partially funded by a Library Services and Construction Act grant. It was carried out by the Division for Library Services, Bureau of Public and Cooperative Library Services staff and Opinion Research Associates, Inc., June Spencer, Director. Opinion Research Associates, Inc. was selected by issuing a Request for Proposal and following the standard State of Wisconsin process of evaluation and selection of a vendor for contractual services.

An independent management consulting firm was used in the WLNP project to provide expertise in facilitation of the Delbecq-Van de Ven model, to provide neutral staff in interview-survey and group processes and to provide the additional staff hours required to complete the WLNP project. Opinion Research Associates, Inc. designed the survey and interview instruments used, tabulated results, recorded and transcribed minutes of group meetings, provided group facilitators for all meetings of various WLNP groups and, with the Division for Library Services staff, modified the Delbecq-Van de Ven program planning model to WLNP project needs.

Next Steps

The product of the Wisconsin Library Network Plan project, the Wisconsin Library Network Plan Report: Recommendations for Network Development at the Area Level, is being submitted to the Wisconsin Department of Public Instruction, Division for Library Services, and the Council on Library and Network Development as a planning document for further development and action in the area of multitype library cooperation. Although previous study efforts were taken into consideration and current studies were discussed by WLNP project participants, final steps are needed to integrate current and projected Division for Library Services studies, e.g., the Regional Media Center Study, the Wisconsin Library Network Plan Report, and the Public Library Development and Funding Study into a broad plan of

action. The WLNP Report might also be used in the development of the statutorily mandated study and report to the Wisconsin legislature on area organizations for interlibrary cooperation and resource sharing, to be completed as mandated by December 31, 1982 (see Appendix M). The Council on Library and Network Development will decide, upon receiving the final WLNP Report, on how specifically to proceed.

The WLNP project participants worked prodigiously and made progress in the complex but vital area of library resource sharing at the area level in Wisconsin. I would like to thank all the WLNP participants; the staff of Opinion Research Associates, Inc.; Charles Bunge, Steering Committee Chair; Peg Branson; and other administrative and professional Division staff for their work, interest and support in this project.

Betsy Merriam, Project Staff
Library Cooperation Consultant
Bureau of Public and Cooperative Library Services

December, 1981

PREFACE

Libraries of all types--academic, school, public and special--share the common goal of providing materials, information and programs to meet the needs and interests of individuals and groups. These needs and interests vary from library to library, of course, as do the individuals and groups for whom library service is provided. The groups and individuals which different types of libraries are established to serve vary from the general public, to students and faculty at all levels, public administrators and policy makers, the business community, and residents of health and social services institutions. The needs and interests for which libraries provide materials and information cover a wide range: educational, research, professional or work-related, cultural, and recreational. Each type of library has a basic responsibility for a particular clientele and a basic responsibility for providing library services appropriate to that clientele.

In order to provide the best possible library services to the persons they are responsible for serving, librarians from different libraries work together to enrich, supplement and strengthen each other's basic services. The various arrangements for working together are referred to as library cooperation, library networking and library resource sharing. Libraries of one type (e.g., public libraries) can have sharing arrangements in what are sometimes called single-type library networks. Sharing arrangements can also include different types of libraries (e.g., academic and school). When libraries of more than one type join together to form sharing arrangements, these are frequently called multitype library networks.

Resource sharing programs should build on the blocks of basic library services from each member unit. The basic member unit retains primary responsibility for the provision and maintenance of services to its primary clientele. Library cooperation or resource sharing programs are most effective when built on strong member units.

In Wisconsin, library cooperation, formal and informal, among public, school, academic and special libraries is common. Librarians have found cooperative arrangements to be a way of providing better services to the users of libraries, i.e., better service for lower cost, easier access to more materials or larger collections, and more rapid availability of materials.

The resource sharing programs at the area level (county or multi-county) that have developed in Wisconsin vary across the state. Interlibrary loan programs are very popular. Other activities include reference referral, continuing education programs for library staff, coordinated collection development, and walk-in access to libraries.

The specific framework or structural arrangements for area library resource sharing also vary across the state. There are a variety of organizations at the area level which serve to coordinate and encourage the development of cooperative programs among all types of libraries.

These organizations range from nonprofit educational corporations, librarian associations and committees to public library systems. The funding sources which support library cooperation activities at the area level vary. They include dues and fees, volunteer support, federal grants and state funds (through public library systems).

While cooperative arrangements among libraries in Wisconsin exist across the state, there are still unanswered questions regarding the best arrangements to facilitate resource sharing; in other words, the jurisdictional, financial, structural and administrative arrangements which will best enhance and support resource sharing programs.

The basic goal of the Wisconsin Library Network Plan project was to study the questions and issues relating to resource sharing in Wisconsin, and design and recommend an appropriate framework and funding for cooperation among libraries of all types at the area level in Wisconsin (see Appendix A).

Included in this document are the results of the Wisconsin Library Network Plan project: a background report on cooperative activities and organizations in the state; the results of past related study and planning efforts in Wisconsin; and a summary of the WLNP project goal, objectives, process, participants, and recommendations.

The word "network" as used in the Wisconsin Library Network Plan project has raised some questions. It was chosen deliberately. Other possible words, e.g., system or council, were not chosen because they had specific meanings (Public Library System, Multitype Library Council) to the Wisconsin library community and could have implied certain conclusions before the completion of the project. Another possible name, multitype library cooperation organization, was not used because it seemed cumbersome. The word "network" was used throughout the WLNP project and is used in this Report as it is defined in Wisconsin statutes and proposed federal library legislation (see Appendix B). The term "network" is used in this report to refer in general to the three possible governance and structure arrangements which support area multiple library cooperation.

Section 1: Library Cooperation in Wisconsin - Background

Library cooperation or networking among academic, school, public and special libraries has been an area of interest and concern in Wisconsin for a number of years. Libraries of all types cooperate with one another, formally and informally, to share their resources. The level of participation by individual libraries in cooperative activities and the specific resource sharing programs developed across the state may vary. However, resource sharing among libraries in Wisconsin is the rule rather than the exception.

State Level

Resource sharing activities at the state level in Wisconsin are the concern of a number of state-level organizations: the Division for Library Services in the Department of Public Instruction, the Council on Library and Network Development, and the Council of Wisconsin Libraries and other professional organizations (see Appendix C). The Division for Library Services and Department of Public Instruction are statutory agencies with specific statutory responsibilities for resource sharing planning and activities. The Council on Library and Network Development (see Appendix D) is a statutory advisory body to the State Superintendent of Public Instruction and the Division for Library Services. The Council provides advice on a wide range of library service concerns, including library cooperation and networking programs. Membership on the Council includes both librarians and nonlibrarians appointed by the governor.

The Council of Wisconsin Libraries, organized as a nonprofit educational corporation, provides interlibrary loan and access to computerized library services to Wisconsin libraries wishing to participate. State professional library media associations are also concerned with library cooperation. Many of these associations have committees which address issues of concern and are involved in long range planning.

Area Level

At the area level (county or multi-county), there are a variety of library organizations covering a number of different geographic areas or jurisdictions (see Appendixes E, F, G, H, I, and J). These area library groupings or organizations are single type (e.g., public library systems, health science library consortia, school districts and Cooperative Educational Service Agencies) and multitype (e.g., councils, librarian associations and committees).

It is important in the understanding of existing library resource sharing programs in Wisconsin to review public library systems and area multitype library organizations.

Wisconsin has statutorily recognized and state-funded public library systems. These systems have been developing since 1973 and now cover nearly 94 percent of the state's counties. There are 17 public library

systems. Activities of the public library systems include interlibrary loan and reference referral; continuing education for librarians; delivery of services for library materials; service to special user groups (such as the disadvantaged and handicapped); and special services, such as book-mobiles or books-by-mail programs to persons without convenient access to libraries. The statutes provide opportunities for public library systems to plan and coordinate activities with other libraries in their areas. Specifically, the public library system law (1) encourages county library committees planning for public library system development to consider total library needs and to involve libraries of all types (Wisconsin Statutes 43.11 and 43.13); (2) specifies that systems shall develop formal agreements with other types of libraries providing for appropriate sharing of library resources (Wisconsin Statutes 43.24); and (3) specifies that systems shall plan with other types of libraries for furthering cooperative activities among all types of libraries in system areas (Wisconsin Statutes 43.24). Although libraries other than public libraries do participate in the services and programs of some existing public library systems, the degree of involvement of these other types of libraries has been uneven from area to area.

Wisconsin does not have statutorily recognized and state-funded area multitype library organizations or systems. There are, however, a variety of organizations at the area level which serve to coordinate and encourage the development of cooperative programs among all types of libraries. These organizations vary in structure as well as in types and numbers of activities.

Some of these organizations are incorporated as nonprofit educational corporations according to Wisconsin statutes; some are associations or committees of librarians. Sometimes these organizations are completely independent of public library systems; sometimes they are closely affiliated with the systems. Some areas of the state have both systems and multitype organizations; other areas have only one. Area multitype library organizations can receive LSCA funds for special projects, and some receive minimal support from participating libraries. The activities of area multitype library organizations include but are not limited to interlibrary loan; coordinated delivery systems for library materials; development of location tools, such as lists of materials and directories of libraries or special collections in the area; and coordinated library acquisition programs.

Section 2: Library Cooperation in Wisconsin - Study Efforts

Past Study Efforts

A number of statewide studies and planning efforts in recent years have addressed the topic of resource sharing (see Appendix K). However, no statewide programs or plans have been produced which, in the view of the Wisconsin library community, have addressed adequately or completely resource sharing matters. The strengths of the several studies and planning efforts have been their identification of major issues and barriers to cooperation and their endorsement of the concept of improving library services through cooperation and networking. The recommendations of some of these studies have not been implemented for a variety of reasons including a lack of consensus within the library community on solutions to some of the identified problems.

Among the studies and planning efforts that have had a significant impact on planning for resource sharing are: the development of public library system legislation (law signed in December, 1971); The Report of the Task Force on Interlibrary Cooperation and Resource Sharing, (1976); the Wisconsin Governor's Conference on Library and Information Services, (1978); and the Legislative Council Special Committee on Library Laws, (1977-78).

Legislation was passed in December, 1971 enabling the establishment of public library systems throughout the state. This legislation was revised and updated upon the recommendations of the 1977-1978 Legislative Council Special Committee on Library Laws. Various references throughout the system law emphasize the importance of system planning with all types of libraries in the system area.

The Task Force on Interlibrary Cooperation and Resource Sharing made significant progress in identifying relevant issues and problems related to resource sharing. Although the Task Force Report did not answer conclusively all of the questions of area multitype library cooperation, it did present a number of options for structures for library cooperation programs and encouraged grass roots development of multitype library cooperation at the area level in Wisconsin.

Cooperation and coordination among libraries of all types was a clear recommendation from the 1978 Wisconsin Governor's Conference on Library and Information Services. The top three priority resolutions and seven of the top ten priority resolutions ranked by the 100 lay and 50 professional delegates at the Conference supported interlibrary loan and resource sharing among all types of libraries, and funding for cooperative activities (see Appendix L).

The Legislative Council Special Committee on Library Laws, 1977-78, studied many issues affecting Wisconsin libraries. As a result of the work of this Committee, changes were made in legislation providing a

stronger statement of the state's role in cooperation among all types of libraries. The law created in the Department of Public Instruction a Council on Library and Network Development. Chapter 347, Laws of 1979, directs this Council to do a study of regional organizations for interlibrary cooperation and resource sharing and transmit a report and recommendations to the governor by December 31, 1982. The Council is to study "the development and structure of, standards for, and the desirability of providing, state aids to regional organizations for interlibrary cooperation and resource sharing." (See Appendix M.)

At the same time as these more formal statewide studies and planning efforts were taking place, there were a variety of library organizations, formal and informal, being developed at the area level to enhance resource sharing programs. These cooperative organizations grew out of a felt need for a framework for cooperation but mainly without reference to statewide coordination and without stable funding sources.

Recent Study Efforts

Two very recent reports, The Effective Use of Automation in Wisconsin Libraries, 1981-85 and Wisconsin Interlibrary Loan Guidelines, 1980, have implications for multitype library cooperation. Both reports strongly endorse the concept of area resource sharing among all types of libraries and point to the need for systematic and joint planning (see Appendixes N and O). These projects were more narrowly focused on specific problems and issues. It was not within the scope of these projects to indicate the specific organizational framework within which this planning should be done and the activities carried out.

Section 3: Wisconsin Library Network Plan Project

Goal and Objectives

The goal of the Wisconsin Library Network Plan (WLNP) project was:

To design and recommend an appropriate structure and funding for cooperation among libraries of all types at the area level in Wisconsin, tying this structure to the state-level library network.

The WLNP project objectives were:

- To analyze existing and possible networking structures and models.
- To identify strategic problems with existing and possible networking structures and models.
- To assess, review and update the results of previous Wisconsin planning efforts and studies on multitype library cooperation and networking (e.g., the Task Force on Interlibrary Cooperation and Resource Sharing, 1976; The Wisconsin Governor's Conference on Library and Information Services, 1978; and, the Statewide Interlibrary Loan Guidelines, 1980).
- To assess the recommendations of current Wisconsin library planning efforts and studies, particularly of the Statewide Automation Study Committee.
- To review and assess the recommendations of the Wisconsin Legislative Council Special Committee on Library Law, 1978-79.
- To assess current Wisconsin library laws (Chapter 347, Laws of 1979) as they relate to library cooperation and networking.

Process

A wide variety of groups and individuals, including users of libraries, library administrators, library staff and government officials, was involved in carrying out the project goal and objectives. The project started in August, 1980; and the last meeting of the Steering Committee, which completed the Report, was September 24, 1981.

The project Steering Committee reviewed and revised materials relevant to the project goal, helped select project participants, and developed the final WLNP Report: Recommendations for Network Development at the Area Level. A number of other participants, discussed below, also contributed substantially to the project, providing a wide variety of opinions in discussing alternatives (see Appendix P). A group of librarians representing all types of libraries (Group A) met three times to work on a general concept paper of recommendations. Other librarians sent comments, were interviewed by telephone, or met to discuss and comment on the first draft of WLNP recommendations. Also, librarians were interviewed at the 1980 fall conferences of the Wisconsin

Library Association; Special Libraries Association, Wisconsin Chapter; and the Wisconsin Health Science Library Association to get their views on library cooperation. In addition, library users from school, public, academic, and special libraries were surveyed to determine their knowledge and support of library cooperation programs. In all, over 250 library media professionals and others, and 1,597 patrons from 61 libraries were involved in the project.

Survey and Interview Results

One thousand five hundred and ninety-seven library users from sixty-one school, public, academic and special libraries responded to a survey requesting information on user knowledge of and interest in access to materials and information in other libraries. To the question "Does your library use other libraries to supplement the materials and information which it supplies to you?" the percentage of "yes" answers ranged from 47% (school library users) to 95% (business library users). This would seem to be a fairly high awareness, from almost 50% to almost 100%. To the question "Would access to materials and information in other libraries (either locally or in other libraries in Wisconsin) help you?" the percentage of "yes" answers ranged from 57% (school library users) to 87% (business library users) for access to local libraries; and from a low of 50% (public library users) to a high of 77% (correctional institution library users) for access to other libraries in Wisconsin. Again, even the lowest percentage of interest in access to other libraries is 50%. It would seem to show that users have some interest in and awareness of utilizing other libraries' resources to fill their informational needs.

One hundred and forty-two library-media staff persons were interviewed at the three Wisconsin fall 1980 professional association meetings listed above. Opinions and comments were solicited from librarians who responded to an open-ended questionnaire. Information gathered from the interviews reflected some trends or commonalities, but also differences in perceptions. The following general trends emerged:

Participation of libraries in networks:

- An average of 78 percent of libraries of all types participate in formal networks.
- An average of 68 percent of all libraries participate in informal networks.
- Some perceived benefits of participation in networks (formal, informal, single-type, multitype):
 - increased patron access to a wider variety of materials;
 - better and faster service to users;
 - opportunity to communicate with other librarians, formally and informally;
 - ability to save materials purchase money if materials are shared and not unnecessarily duplicated;
 - better coordination of planning, continuing education, communication.

- Some perceived problems/disadvantages of participation in networks (formal, informal, single-type, multitype):
 - financial problems (e.g., lack of funds; difficulty in coordinating different funding bases);
 - possible conflicts in needs of libraries of different sizes and different types;
 - lack of state-level coordination;
 - too time consuming for library staff;
 - drain on resources (especially of large/strong libraries);
 - threat to local autonomy;
 - structures become too complicated or rigid; and
 - materials are not there when primary users need them.
- How should networks be funded?
 - The largest number of those interviewed said the state should have a role in funding networks. Other sources suggested were local, county, and federal government; fees; dues; volunteers. In most cases a mixture of sources of funding was recommended.

Issues

Many of the issues, problems, and questions identified in previous resource sharing studies, especially The Report of The Task Force on Interlibrary Cooperation and Resource Sharing, are still pertinent. New issues and problems were identified and discussed by WLNP project participants. These issues came up as both theoretical and practical problems in the deliberations of the various project working groups.

The WLNP recommendations have attempted to address or consider these issues in this report. Following are some of the issues identified:

Services: (see pp. 9-11)

- 1) What types of library services are most appropriately carried out cooperatively at the area level?
- 2) Is it appropriate or necessary for similar cooperative activities to be carried out by more than one library organization at the area level?
- 3) Should direct service to users be provided at the area level, or should area multitype organizations provide only coordinative services among libraries?
- 4) Will technology make some area cooperative activities change in the future? Should librarians be planning cooperatively for these changes?

Governance Framework: (see pp. 11-14)

- 1) What organizational framework is necessary to enhance and support cooperative activities at the area level?

- 2) Will the differences in the governance structures of the various types of libraries, e.g., public library boards, school boards, Board of Regents, cause problems in the governance of an organization which includes all types of libraries?
- 3) How much and what kind of use, if any, should be made of the existing structures which enhance and support cooperative activities at the area level?
- 4) What structure in government, specifically in Wisconsin government, is comparable to one that could be designed for library cooperation activities, i.e., one that combines organizations with different governing bodies and sources of funding?
- 5) Who should govern cooperative activities at the area level? Librarians? Non-librarians? Both?

Participation: (see pp. 15)

- 1) Do current Wisconsin laws prohibit libraries in privately supported institutions from participating in or benefiting from services paid from public tax funds?
- 2) Should membership in a cooperative library organization be limited by whether a library meets certain standards or provides certain services?
- 3) How should Wisconsin libraries participate in multi-state and national planning?

Area: (see p. 15)

- 1) What mandates or guidelines for geographic area or territory, if any, are appropriate in Wisconsin for cooperative library activities?
- 2) Should the boundaries of existing organizations, such as public library systems (county boundaries) or Cooperative Educational Service Agencies (school district boundaries), serve as the basis for cooperative activities among all types of libraries?

Funding: (see pp. 15-19)

- 1) How should cooperative activities at the area level be funded (fees, dues, state or local aids, grants, or a combination)?
- 2) What level or amount of support for cooperative activities is necessary?
- 3) Is the current level of support for cooperative activities sufficient?
- 4) Are the current sources of support for cooperative activities appropriate?

Section 4: Wisconsin Library Network Plan - Recommendations

The WLNP Recommendations are subdivided into eight sections: purpose, need for, services, governance framework, geographic area, participation, funding, and criteria.

PURPOSE OF AREA MULTITYPE LIBRARY NETWORKS

The purpose of an area multitype library network is to provide a formal framework within which public, school, academic and special libraries can share their services and materials with one another and whereby other necessary services may be provided to ensure that Wisconsin residents have access to the materials and information in Wisconsin libraries and information service organizations, directly and/or through cooperative arrangements.

An area multitype library network should:

1. Facilitate planning for cooperative use of available resources.
2. Promote cooperative and coordinated services among all types of libraries.
3. Develop and improve library services through the sharing of resources.

NEED FOR AREA MULTITYPE LIBRARY NETWORKS

- Cooperation among libraries contributes greatly to access of library users to all library resources.
- Libraries cannot hope to be self-sufficient in these times of cost escalation, increasing user demands and the literature and information expansion. Cost savings might be realized from cooperative activities.
- Cooperative use and planning are essential in order to make judicious use of available library resources.
- By joining together to supplement their individual resources and services, libraries can provide their users with a wide range and variety of materials and information.
- Cooperative planning by librarians from different types of libraries in an area contributes to the professional enrichment and growth of librarians and media specialists.

SERVICES OF AREA MULTITYPE LIBRARY NETWORKS

In return for receiving state funding, all area multitype library networks should be responsible for providing some required services which should be

defined in Wisconsin Statutes or Wisconsin Administrative Code. Area multitype networks should submit annually to the Division for Library Services a plan showing how the state funds are to be used in carrying out the required services. The annual area plan should address planning, coordination, and evaluation of network services. There should be some flexibility in how an area multitype network provides required services, based on area needs and available resources. However, required services must be addressed in the annual area plan in order to receive state funding. For example, required services could be provided by:

1. Coordinating the services already offered by area libraries (e.g., collection development, services to handicapped).
2. Contracting for a service from one or more area libraries (e.g., interloan net lender).
3. Operating a support service not available otherwise (e.g., audiovisual equipment repair service, continuing education, union list production).

Depending on the area multitype library network option selected in a particular area (see p. 12 for structure options), there would be a range of possible relationships between current public library system services and multitype library services. Currently mandated public library system services (see Appendix R, Section 43.24(2)) could be linked or formally connected, coordinated with, or combined with the services offered by the area multitype library network, depending on whether Option 1, 2, or 3 were selected in an area. Administration or delivery of the services should be described in the annual area plan. The primary goal for cooperation among area library services should be to ensure the best possible library services to people by providing a unified, planned, and coordinated approach. In addition to fostering cooperation within the area, area multitype library networks might be linked in a variety of ways, depending on the structure option selected, to other areas and to state level providers, such as the Wisconsin Interlibrary Loan Service, Reference and Loan Library and the Wisconsin Library Consortium. For example, in Option 1, the multitype library network would relate to other areas or state level resource providers independently of the public library system in the area. In Options 2 and 3, area multitype cooperation services would be administered through a single administrative structure, i.e., a public library system board in Option 2 and a multitype library network board in Option 3.

Avoidance of duplication in current public library system service requirements and proposed multitype library network service requirements is basic to the WLNP recommendations. Current Wisconsin statutory and administrative code requirements for public library system services include:

Interlibrary loan; reference referral; inservice training or continuing education for librarians; library delivery and communication systems; honoring of borrowers' cards from other public libraries (open access); planning for personnel development; planning for the development of the library materials collection; services to the isolated, disadvantaged and

handicapped; planning for furthering cooperative activities among all types of libraries; agreements with other types of libraries; provision of services to area residents at the headquarters or resource library; agreements with adjacent systems; consultant services to system libraries.

Requirements for proposed area multitype network services for the recommended three framework options are:

Interlibrary loan; reference referral; inservice training or continuing education for librarians; library delivery and communication systems; and open access.

Examples of possible optional services to be provided by area multitype library networks include:

Consultant services; coordinated collection development; services to the isolated, disadvantaged and handicapped; union lists or data base development; centralized technical services; research and development; community information or education; audio visual services; grants to libraries (see Appendix S).

Planning for all of the required multitype services should be done in an environment which ensures maximum linkage or coordination among all libraries. Individual libraries may implement services differently, but there should be coordination of the programs. Appendix Q is an example of how a multitype library network service requirement ("open access") may be carried out differently by different types of libraries.

It is implicit in this report that each type of library serves its own constituencies first. Its involvement in a library network is secondary.

GOVERNANCE FRAMEWORK FOR AREA MULTITYPE NETWORKS

There should be statutory recognition for area multitype library networks.

Flexibility should be allowed in the methods of and governance options for providing required and optional services to meet area needs (see pp. 9-14). Each area should build on its own existing strengths and traditions of multitype cooperation.

Certain structural and board composition characteristics should be required of all area multitype networks and should be consistent statewide. This will ensure:

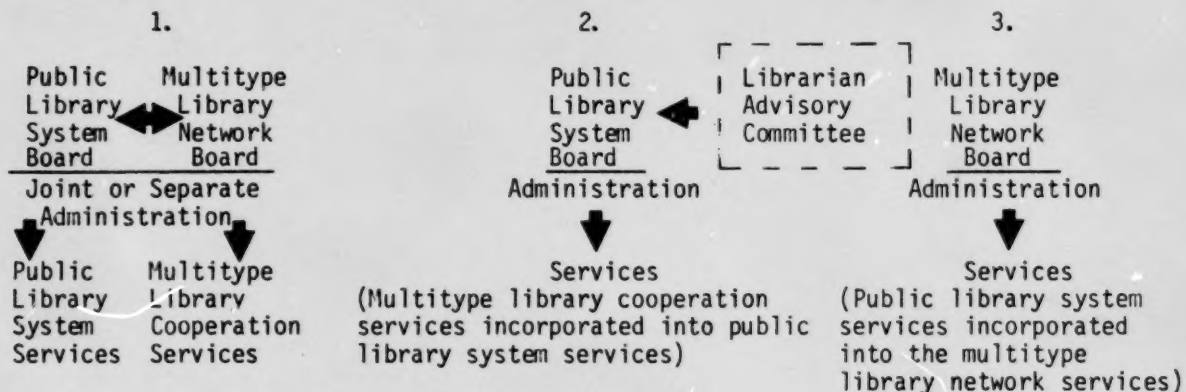
- Continuity and coordination among areas of the state;
- A mechanism and accountability for state funding;
- A statewide planning perspective; and
- Access for Wisconsin residents to library resources in all areas of the state on an equitable basis.
- Recognition of these services as being important to all Wisconsin citizens.

The Department of Public Instruction, Division for Library Services, with input from the Council on Library and Network Development, should be responsible for receiving and approving annual area network plans and disbursing state funds.

Structure

Three possible structure options for area multitype library governance were recommended. An area planning committee (see p. 13) may choose which option to implement.

Table 1



In structure Option 1, the public library system board and multitype library network board should be separate. The boards should designate and coordinate responsibilities for administration of their services, funds, and programs. Joint or separate administration of public library system and multitype library network activities would be a local option, to be reflected in the area annual plan. Composition of the boards in Option 1 should follow regulations for multitype library networks and public library systems.

In structure Option 2, public library system services should be expanded to include services mandated for multiple library networks. The public library system board should be advised by a librarian advisory committee representing the interests of all types of libraries in the area, and the annual plan should show evidence of the advisory committee's input.

In structure Option 3, services mandated for multitype library network as well as services of public library systems should be administered by a multitype network board. The board should be representative of the interests of all types of libraries.

Each of the above three options would require changes from what exists now. The transition process should be regarded as a long-term, evolutionary process, possibly with permissive legislation and demonstration projects in different areas of the state being first steps. Each area would designate a planning committee to study and determine which option to select.

Planning Committees for Area Multitype Library Structure

Plans for area multitype library networks will vary from area to area in the state depending on whether an area has a public library system or not.

If an area does have a public library system, the system board would appoint a library planning committee based on recommendations from library representatives from the various types of libraries in the area. The system board should notify the Division for Library Services upon appointment of the committee. The planning committee should have a majority of lay members and should be representative of the interests of the different types of libraries in the area and the area's population distribution. Each county board within the area should have representation. The committee should investigate the potential of and options for a multitype library network in the system area and prepare a plan for the organization of libraries in the area. The committee should conduct hearings to which representatives and users of all libraries in the area are invited. The committee's final report should be filed with the public library system board, the county board(s) and submitted to the Division for Library Services for approval or rejection.

If an area (a county) does not have a public library system, the county board may appoint a county library planning committee based on recommendation from library representatives from the various types of libraries in the area. The county board should notify the Division for Library Services upon appointment of the committee. The planning committee should have a majority of lay members and should be representative of the interests of the different types of libraries in the county and county population distribution. One member should be a member of the county board. The committee should investigate the potential of and options for a public library system or multitype library network in the county and with adjacent counties and prepare a plan for the organization of the area network. The committee should conduct hearings to which representatives and users of all libraries in the area are invited. The committee's final report should be filed with the county board(s) and submitted to the Division for Library Services for approval or rejection.

Multitype Library Network Board Responsibilities (for Options 1 and 3)

The governing body of an area multitype library network is responsible for:

- setting area network policies
- planning network services - annual and long-range
- receiving and approving the disbursement of appropriate funds
- monitoring, reviewing and evaluating network services
- employing and evaluating personnel.

In Options 1 and 2, the Public Library System Board responsibilities follow current statutory provisions.

In all three options, the governing bodies or boards of individual participating academic, public, school, special libraries and single type library networks will continue to be responsible for their own internal policies and funds.

(Multitype Library Network Board Composition and Appointment (for Options 1 and 3*))

There should be certain statutory requirements for the appointment and composition of the governing body of an area multitype library network board:

- 1) The membership should be appointed by the county board(s) of participating counties based on the recommendations of those representing the interests of public, school, academic, and special libraries.
- 2) The membership should include at least fifteen but not exceed twenty persons.
- 3) Lay people should constitute the majority of the board members.
- 4) The membership should be rotated and terms limited.
- 5) The membership should be representative of the interests of different types of libraries participating in the area network, including:
 - users of each type of participating library
 - policy makers from each type of participating library (e.g., school board, public library trustee, faculty)
 - library staff from each type of participating library.
- 6) Each county board of participating counties may appoint one county board member to the system board; but if there are more than five counties, the total number of county board members shall not exceed five and county board representation shall be on a rotating basis.

* In Option 2, the public library system board composition and appointment should follow current statutory provisions. A librarian advisory committee representing the interests of all types of libraries in the area should be created to advise the system board.

GEOGRAPHIC AREA OF AREA MULTITYPE LIBRARY NETWORKS

Multitype library networks should conform to public library system boundaries or multiples thereof. School districts and other library jurisdictions which cross system boundaries could decide which area network to join.

PARTICIPATION IN AREA MULTITYPE LIBRARY NETWORKS

Libraries of all types should be eligible to participate in the services provided by an area multitype library network, regardless of which governance option is selected. The eligibility of for-profit special libraries and non-public school, academic and special libraries for participation in area multitype library networks should be provided for in the statutes. Membership for all libraries should be voluntary. It is hoped that state aid funds and network services would serve as incentives to encourage libraries to participate in area multitype networks in order to broaden the base of materials and services available in an area. Individual libraries would continue to maintain autonomy over their own organizations and funds and could choose whether to participate in multitype library activities. There should be clearly stated agreements, defining responsibilities, services, policies, etc., between the network and participating member libraries in all three options. The membership agreement may vary by type of library and from area to area, depending on local circumstances. The network governing body, as well as the member unit, could accept or reject the agreement during a specified negotiation period.

FUNDING FOR AREA MULTITYPE LIBRARY NETWORKS

There should be some level of state funding for area multitype library networks in all three framework options in order to:

- provide Wisconsin residents in all areas of the state with access to the total resources of the state on an equitable basis,
- utilize the state's library resources fully,
- enable library services within areas of the state to be coordinated, and thus avoid costly duplication.

The state funds should be disbursed through the Division for Library Services. Area multitype library networks in all three options should be required to submit annually to the Division for Library Services a plan showing how the state funds are to be used in carrying out specified required services. The state funds should be the primary source of support for the required services.

It is a basic recommendation of this report that duplication of public library system and multitype library network services be avoided, while recognizing the diversity of needs (i.e., numbers and types of libraries, population, specific services) in areas around the state. Public library system services would be coordinated with area multitype library services

(Option 1), expanded to include multitype activities (Option 2), or incorporated into services of the proposed area multitype library networks (Option 3).

There are two critical issues in funding multitype library cooperation networks:

- Responsibility for receiving state aids and allocating the aids for services at the area level: separate governing boards for public library systems and multitype library networks, or a combined governing board.

and

- Designation of state aids or funds: separate categories of state aids for public library systems and multitype library networks, or a combined fund.

The report contains the following recommendations in these areas:

Responsibility for state aids and their allocation for services:

In Option 1, the public library system board should have the responsibility for public library system aids and their allocation for services in the area and the multitype library network board should have responsibility for separate multitype library aids and their allocation for services.

In Option 2, the public library system board should have the responsibility for public library system aids and their allocation for services and also have the responsibility for separate multitype library aids and their allocation for services.

In Option 3, the multitype library network board should have the responsibility for combined public library system aids and multitype library network aids and their allocation for all network or system library services in the area.

State aids for public library systems and area multitype networks:

Options 1 and 2 have separate state aids for public library system services and multitype library cooperation services.

Option 3 has a combined fund for public library system and multitype library cooperation services, not to exceed the state aid level in Options 1 and 2.

In all three options, there should be flexibility, based on the area plan, in providing services. (See Services Section for detail.)

The area multitype network could charge fees to libraries for those network services which are desired by area libraries but are beyond the scope of the services that could be funded entirely with state funds. Those fees also could serve the purpose of allowing networks flexibility in determining service offerings and of encouraging local library commitment and involvement in the area multitype library network. Fee payment might provide a mechanism for private libraries to participate in area network services if membership of private libraries in a state-funded network were not otherwise possible.

There should be flexibility allowed in all three options also to determine the amounts of fees and the other financial arrangements, such as contracts, that may be necessary. Reciprocal arrangements, instead of complicated charging systems, may be preferable in most cases. However, the network should be able to contract with those libraries providing extensive network services, such as interlibrary loan backup.

Federal funds such as LSCA cannot be used for on-going support of area multitype library networks, although they may be used for demonstration or research projects and studies. It continues to be the responsibility of the various types of libraries to provide the basic library services appropriate to their clientele.

The current level of funding for public library systems is not sufficient to fund services which could include network services for school, academic and special, as well as public libraries. Since the options for area multitype library networks will have implications for existing public library system services and structure, counties should continue to play a key role. The state funds should be used only to supplement the county funds which will be used to provide for total county resident access to basic public library service. County boards should continue to be represented on the governance board.

A possible method to determine the amount of funding for area multitype library networks would be to build on/expand the current formula for determining the amount of funds for public library systems. [See Wisconsin Statutes 43.24(1)]

For example, the amount of state funds generated for Wisconsin for area multitype library networks could be based on a percent of the total operating expenditures for public library services (or of all publicly supported libraries) in territories within all systems in the state, from local and county sources (and state sources, if state funded libraries such as university libraries are included).*

*The amount generated for state aids for Wisconsin for public library systems for the 1981-83 biennium is based on 11.25% of public library expenditures.

At the area level, the existing public library system formula per capita* and square mile** factors could be kept. The formula factor which reflects the percent of operating expenditures*** for public library services could be expanded to include library operating expenditures of publicly supported colleges, universities, vocational technical schools, elementary and secondary schools, institutions, and others in each area. This would provide expanded reimbursement for areas which have more than just public libraries participating in services.

*For each person residing in a system area, 50 cents.

**For each square mile of territory within a system, \$6 for a single-county system, \$9 in a two-county system, \$12 in a three-county system, \$15 in a four-county system and \$18 in systems containing five or more counties.

***Seven percent of public library operating expenditures.

The following is a depiction of the designation and flow of state aids for public library system and multitype library network services and the responsibility for allocating the aids at the area level.

Table 2

Option 1

Public Library
System Aids

Public Library
System Board

Public Library
System Services

Multitype Library
Network Aids

Multitype Library
Network Board

Multitype Library
Cooperative Services

Two Funds

Two Boards

Option 2

Public Library
System Aids

Public Library
System Board

Public Library System Services
Multitype Library Cooperative Services

Multiple Library
Library Network Aids

Librarian
Advisory
Committee

Two Funds

One Board and
Advisory Committee

Option 3

Public Library System and Multitype Library
Network Aids

Multitype Library Network Board

Combined Public Library System and Multitype Library
Network Services

One Fund

One Board

CRITERIA FOR AREA MULTIPLE LIBRARY NETWORKS

1. Encourages participation by all libraries regardless of type, size or geographic location so that all Wisconsin residents have access to library and information resources through local outlets.
2. Defines clearly the roles and responsibilities of the network and the relationship of member units to the multitype network.
3. Makes appropriate use of existing library organizations, where possible, and builds on existing strengths.
4. Enables an area to be linked to other areas and the state level.
5. Sets realistic short/long-term goals as a part of a continuous planning and implementation process which includes network user feedback.
6. Incorporates input from all types and sizes of libraries and ensures geographic representation for governance purposes.
7. Promotes legislative and governmental recognition of and fiscal support for the resource sharing activities.
8. Encourages adherence to standards and uniform methods for the use of modern technologies (computers, micrographics, telecommunications, etc.).
9. Promotes intellectual freedom.
10. Promotes and facilitates an environment for cooperative attitudes and change.
11. Complies with statutory and administrative code requirements, e.g., definition of geographic area, governance structure and fiscal relationships.
12. Encourages libraries of all types to participate in the services provided by area multitype networks.
13. Provides education to the community on the functions of libraries and networking or cooperation.
14. Sets networking policies and procedures, but does not interfere with the autonomy of member libraries.

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Appendix A. Wisconsin and Federal "Network" Definition

Wisconsin Statutes. Chapter 43

43.001 Definitions.

(5) "Network" means a formal or informal arrangement between libraries or other informational service organizations whereby materials, information and services are exchanged and made available to potential users.

National Library and Information Services Act

Senate Bill. 2859

Definitions. Sec. 3

(12) "Network" means a formal arrangement under which materials, information and services provided by a variety of types of libraries and other organizations are made available to all potential users and is designed to provide for the systematic and effective coordination of the resources of school, public, academic and special libraries and information centers to achieve improved service to the users thereof. A network may serve a community, metropolitan area, region covering portions of more than one State, or region within a State, or be statewide, multi-State, national or international in scope.

Appendix B. Wisconsin Library Network Plan: Goal, Objectives, Process

Goal: To design and recommend an appropriate structure and funding for cooperation among libraries of all types at the area level in Wisconsin, tying this structure to the state-level library network.

Objectives:

- To analyze existing and possible networking structures and models.
- To identify strategic problems with existing and possible networking structures and models.
- To assess, review and update the results of previous Wisconsin planning efforts and studies on multi-type library cooperation and networking (e.g., the Task Force on Interlibrary Cooperation and Resource Sharing, 1976; Wisconsin Governor's Conference on Library and Information Services, 1978; and Statewide Interlibrary Loan Guidelines, 1980).
- To assess the recommendations of current Wisconsin library planning efforts and studies, particularly of the Statewide Automation Study Committee.
- To review and assess the recommendations of the Wisconsin Legislative Council Special Committee on Library Laws, 1978-79.
- To assess current Wisconsin library laws (Chapter 347, Laws of 1979) as they relate to library cooperation and networking.

Process:

A wide variety of persons, including users of libraries, library administrators, library staff, government officials at all levels and various technical experts will be involved in carrying out the project goal and objectives. The project is partially funded by Library Services and Construction Act funds.

Appendix C. Wisconsin State Level Library Network

Statutory
Department of Public Instruction - - - - - (43.03) (advisory)
Division for Library Services (43.05)

Council on Library
and
Network Development
(COLAND)
(43.07)

Nonstatutory
Council of Wisconsin
Libraries (COWL)

Wisconsin Interlibrary
Loan Service (WILS)

Wisconsin Library
Consortium (WLC)

Bureau of
Reference and
Loan Services

Bureau of
Instructional
Media Programs

Bureau of Public
and Cooperative
Library Services

Appendix D. Wisconsin Council on Library and Network Development

Wisconsin Statutes 1979-80:

43.07 COUNCIL ON LIBRARY AND NETWORK DEVELOPMENT. The state superintendent and the division shall seek the advice of and consult with the council on library and network development in performing their duties in regard to library service. The state superintendent or the administrator of the division shall attend every meeting of the council. The council may initiate consultations with the department and the division. The council shall:

(1) Make recommendations to the division in regard to the development of standards for the certification of public librarians and standards for public library systems under s. 43.09.

(2) Advise the state superintendent in regard to the general policies and activities of the state's program for library development, interlibrary cooperation and network development.

(3) Advise the state superintendent in regard to the general policies and activities of the state's program for the development of school library media programs and facilities and the coordination of these programs with other library services.

(4) Hold an annual meeting for the purpose of discussing the report submitted by the state superintendent under s. 43.03 (3)(d). Notice of the annual meeting shall be sent to appropriate libraries and audiovisual and informational services and audiovisual and informational service organizations. After the meeting, the council shall make recommendations to the state superintendent regarding the report.

(5) On or before July 1, 1980, and every 2nd year thereafter, transmit to the state superintendent a descriptive and statistical report on the condition and progress of library services in the state and recommendations on how library services in the state may be improved. On or before September 1, 1980, and every 2nd year thereafter, the state superintendent shall transmit the report and recommendations to the governor and the legislature.

(6) Review that portion of the budget of the department of public instruction relating to library service. Recommendations of the council in regard to the budget shall be transmitted to the department at least 21 days before the department submits its budget request to the governor, and shall accompany the department's budget request to the governor.

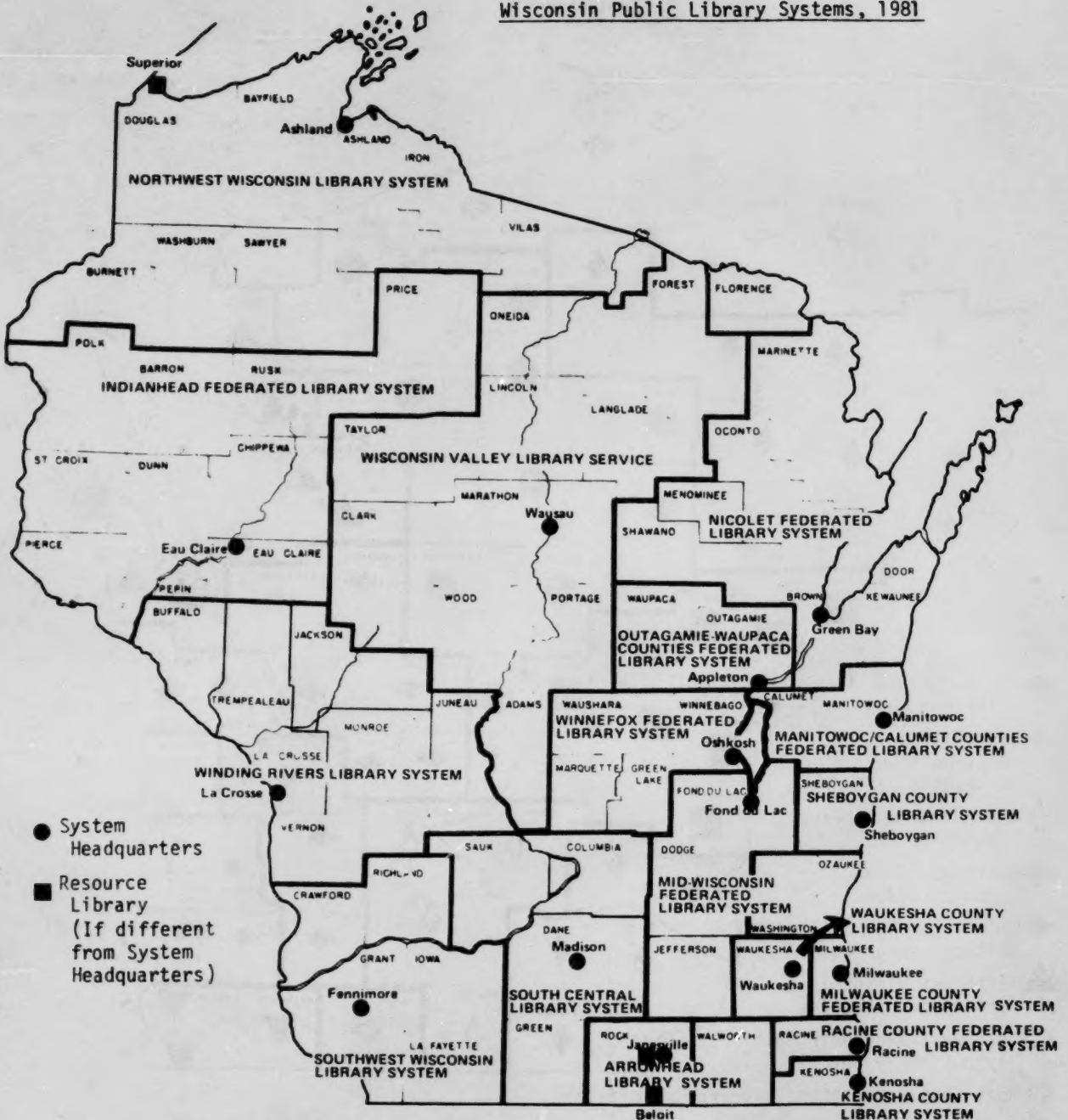
(7) Receive complaints, suggestions, and inquiries regarding the programs and policies of the department of public instruction relating to library and network development, inquire into such complaints, suggestions and inquiries, and advise the state superintendent and the division on any action to be taken.

Council on Library and Network Development

Douglas Baker	Phillip Martell, Chairman
Henry E. Bates, Jr.	John M. Sheehy
Janice Beaudin	Jacquelyn C. Shropshire
Mary Lou Bohen	Paul D. Starr
Carol Diehl	James Stauff
Burdette W. Eagon	Bernard Wirth
Ruth E. Harris	

Appendix E:

Wisconsin Public Library Systems, 1981

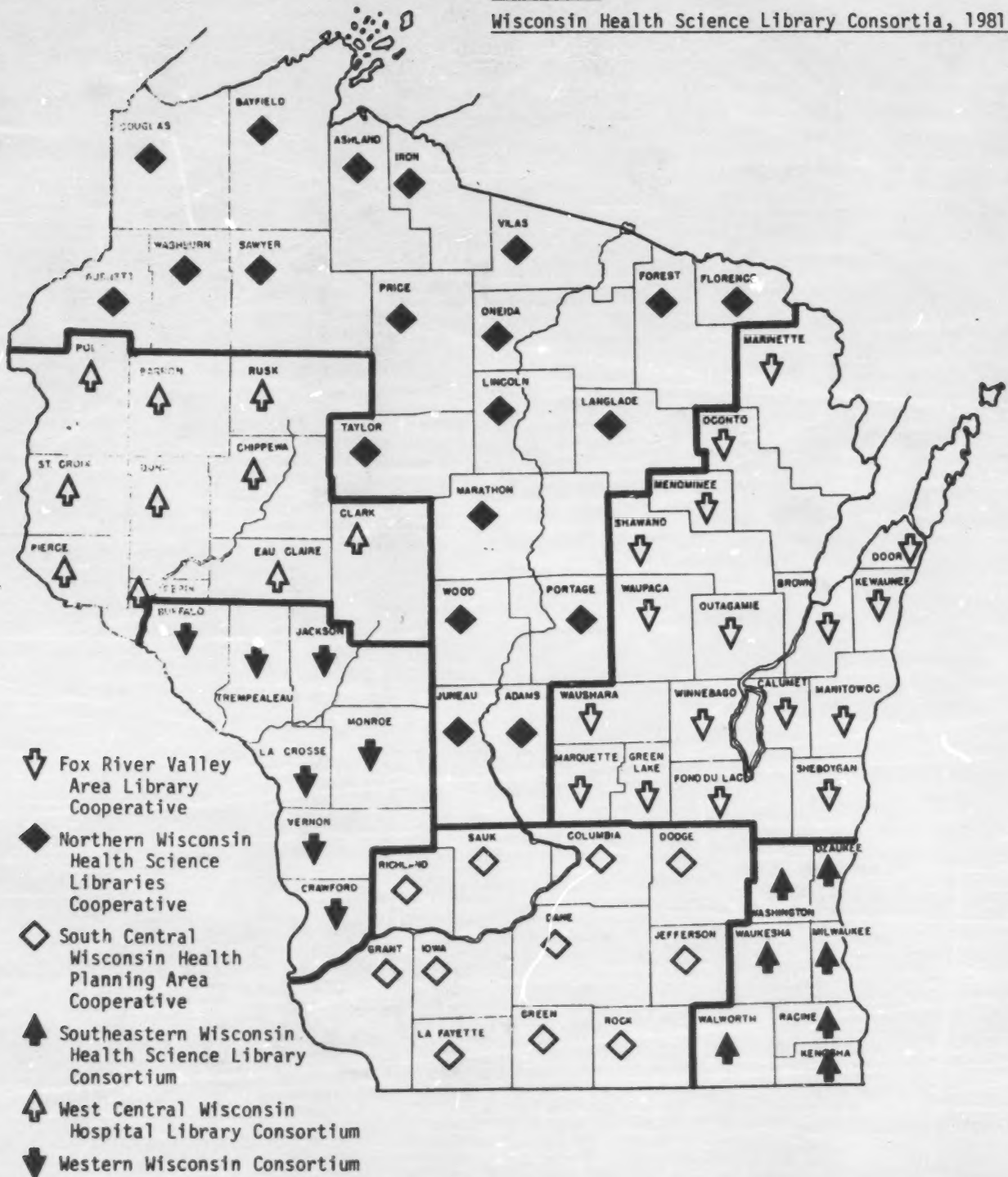


Appendix F:

Wisconsin Multitype Library Organizations, 1981

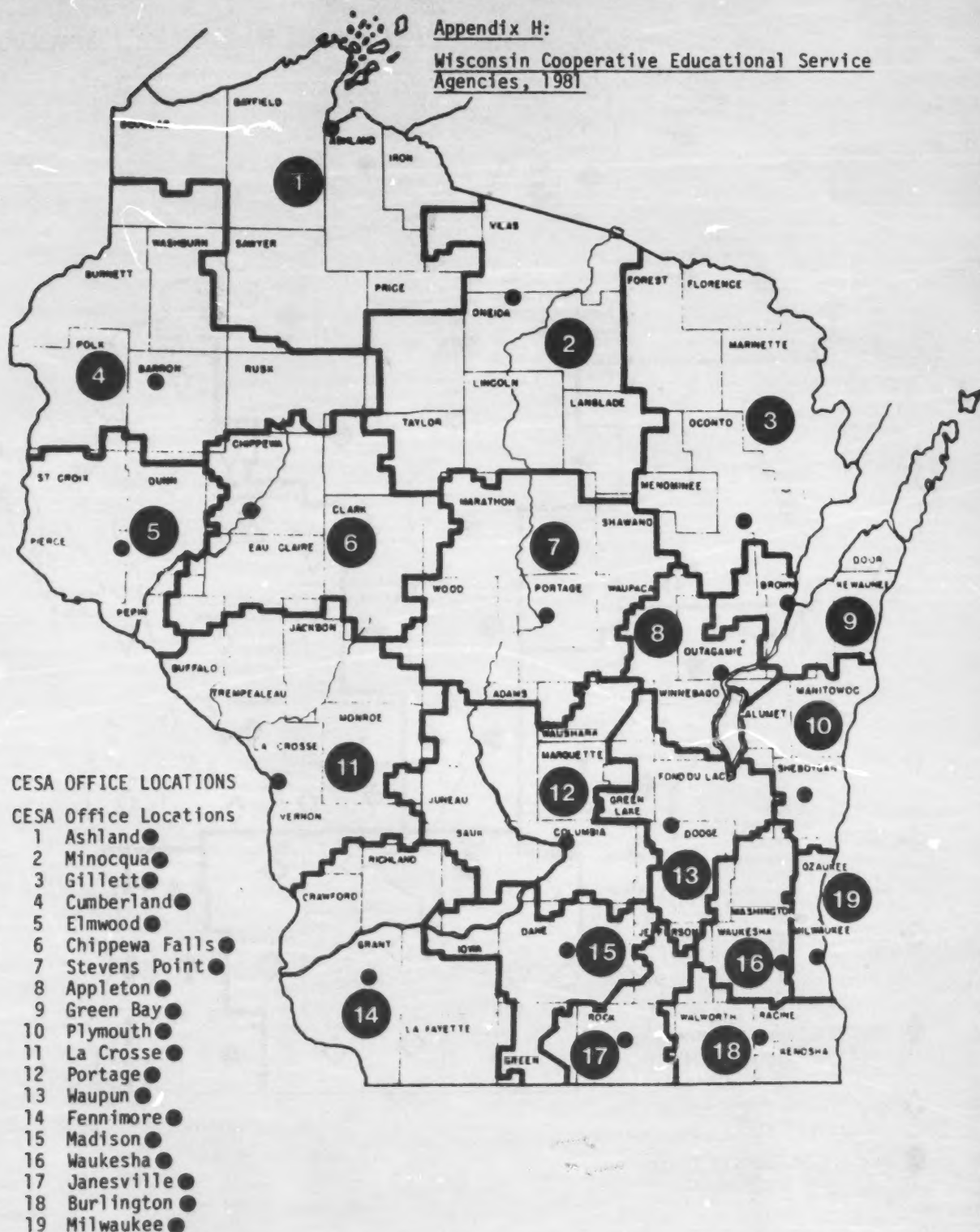


Wisconsin Health Science Library Consortia, 1981



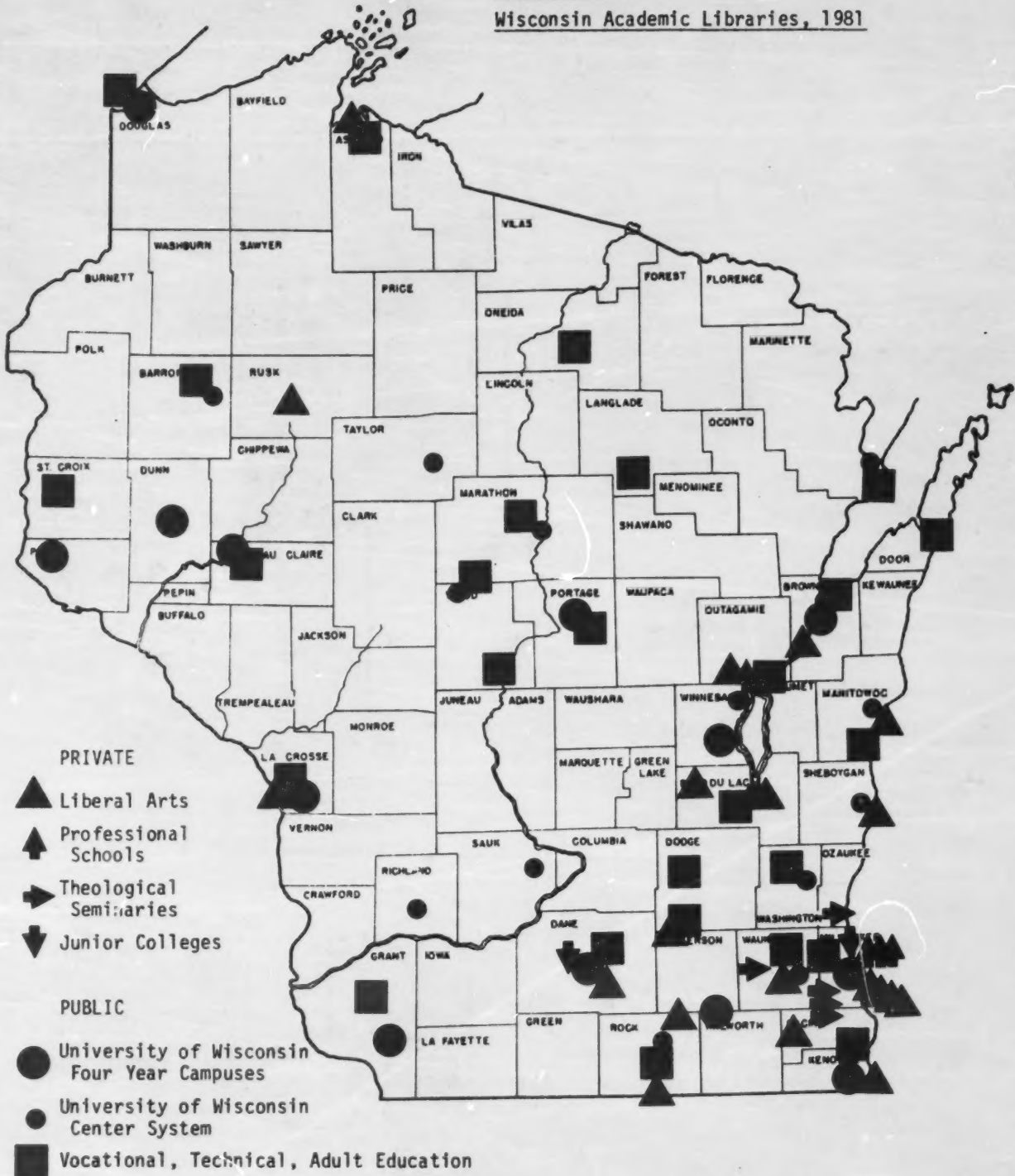
Appendix H:

Wisconsin Cooperative Educational Service Agencies, 1981



Appendix I:

Wisconsin Academic Libraries, 1981



Appendix J:

Wisconsin Regional Planning Organizations, 1981



Appendix K. Wisconsin Studies or Planning Efforts Relating to Resource Sharing.

PROJECT TITLE

SPONSORING BODIES

	DPI/DLS	COLD	COWL	University	Legislature
Previous Studies or Planning Efforts					
Task Force on Interlibrary Cooperation and Resource Sharing, 1976	X	X			
Wisconsin Governor's Conference on Library and Information Services, 1978	X				
Special Committee on Library Laws, 1979					X
University of Wisconsin Systems Library Planning Study Committee				X	
Current Studies or Planning Efforts					
Committee on Statewide Interlibrary Loan and Reference Referral, 1979.	X	X	X		
Wisconsin Automation Study Committee, 1979.	X				
Regional Media Center Study, 1979.	X				
Serials Data Base Committee			X		

Appendix L. Wisconsin Governor's Conference on Library Information
Services (1978): Recommendations Relating to Multitype
Library Cooperation

The following are descriptions of eight of the ten priority resolutions from the Wisconsin Governor's Conference which relate to resource sharing and interlibrary loan:

<u>Priority</u>	<u>Description</u>
1	Designation of Library of Congress as National Library
2	Adequate/stable funding for state level resources, e.g., WILS
3	National standards for technology
4	Ongoing funding for multitype and intertype library cooperation and resource sharing
6	Legislative agencies study resource sharing patterns to establish efficient and economic channels
7	Federal Government continue support for preferential library postage rates
8	Support for recommendations of Task Force on Interlibrary Loan Cooperation and Resource Sharing
9	Development and funding of national network

Appendix M. Legislative Council Study on Organizations for Interlibrary
Cooperation and Resource Sharing
(Chapter 347, Laws of 1979, directed the following study.)

COUNCIL STUDIES.

... (3) Study of regional organizations for interlibrary cooperation and resource sharing. The council on library and network development shall study the development and structure of, standards for, and the desirability of providing, state aids to regional organizations for interlibrary cooperation and resource sharing, and make recommendations to the state superintendent of public instruction. The council shall make its recommendations and the state superintendent shall transmit the recommendations to the governor and the legislature on or before December 31, 1982.

Appendix N. Committee on Statewide Interlibrary Loan and Reference
Referral Patterns in Wisconsin: Goals and Objectives

GOAL:

To develop and propose guidelines for statewide interlibrary loan and reference referral patterns, including:

- area to area level interlibrary loan and reference referral
- area to state level interlibrary loan and reference referral
- state level resource library interlibrary loan and reference referral
- out-of-state interlibrary loan and reference referral

taking into consideration intra-area interlibrary loan and reference referral patterns.

OBJECTIVES:

1. To analyze existing and possible interlibrary loan patterns and models.
2. To consider costs for statewide interlibrary loan and reference referral, including both fee/contract costs and other interlibrary loan related costs.
3. Assess the impact of OCLC and OCLC interlibrary loan subsystem and other automated systems on interloan patterns and policies.
4. Assess the impact of the Wisconsin Union List of Serials and other union lists and directories on interloan patterns and policies.
5. Assess the impact of current library planning efforts and studies (e.g., UW System Library Planning Study, Wisconsin Governor's Conference on Library and Information Service, 1978 Workshop on Area Patterns for Resource Sharing, interloan recommendations of the Task Force on Interlibrary Cooperation) on interloan patterns and policies.
6. Consider the responsibilities and rights of borrowing and lending libraries and other guidelines necessary for efficient interlibrary loan operations.

From: Wisconsin Interlibrary Loan Guidelines, May 1980

Appendix O. Automation Study Goals

Purpose:

Plan coordinated development of computerized library systems for Wisconsin libraries.

Determine best means of developing cost effective and high quality bibliographic data base(s) for use at state and local levels.

Develop five-year plan for use of LSCA funds to help carry out development of automation projects.

Committee:

Composed of system personnel, resource library personnel, other interested librarians from any type of library on a volunteer basis (15 - 20 people).

Activities:

Identify issues related to coordination of automation projects

Identify means of developing bibliographic data base for Wisconsin

Identify possible effects of automation on intertype library cooperation

Compare advantages and disadvantages of automated circulation and/or increased emphasis on OCLC for resource sharing at state and area levels

Determine number of public library systems wishing to extend use of OCLC (i.e., identify other system libraries which want to use OCLC, retrospective conversion of collection and cooperative cataloging and processing)

Determine number of libraries or systems which plan to purchase automated circulation systems

Explore feasibility of cooperative buying of automated circulation systems (including writing specifications)

Interview vendors of automated library systems

Visit libraries with operating automated systems

Explore various sources of funding for such automation projects (i.e., local, state, federal, private)

Report due September, 1980

This study is being undertaken at the request of the LSCA Advisory Committee

Appendix P. Wisconsin Library Network Plan: Steering Committee and Working Groups

WLNP Steering Committee

Charles Bunge, Steering Committee Chair UW-Madison Library School Madison, WI 53706	Jo Reitman Milwaukee Journal-Sentinel Milwaukee, WI 53201
Joseph H. Treyz UW-Madison Memorial Madison, WI 53706	Bernard Schwab, Director Madison Public Library Madison, WI 53703
Rep. Patricia A. Goodrich 72nd Assembly District Berlin, WI 54923	Robert Strack, Media Director Stevens Point Public Schools Stevens Point, WI 54481
Barbara Kelly, Director Manitowoc-Calumet Counties Library System Manitowoc, WI 54220	Mary Jane Schroeder CESA #6 Chippewa Falls, WI 54729
Jo Ellen Mulder Maude Shunk Public Library Menomonee Falls, WI 53051	Virginia Holtz, Director Middleton Health Sciences Library Madison, WI 53706
Suzanne Foreman, Trustee Racine County-Federated Lib. System Board Racine, WI 53402	W. Lyle Eberhart, Administrator Division for Library Services Madison, WI 53707
Senator Gary R. Goyke 19th Senate District Oshkosh, WI 54901	Ronald Gorseger, Director Nicolet Federated Library System Green Bay, WI 54301 (voting representative of Group A)
Mary Campfield Winnebago Mental Health Institute Winnebago, WI 54985	Marge Doering Oshkosh West Senior High School Oshkosh, WI 54901 (voting representative of Group A)
Jerome P. Daniels UW-Platteville Platteville, WI 53818	Jim Klein Appleton Public Schools Appleton, WI 54911 (representative of Group A)
*Henry E. Bates, Jr., Director Milwaukee County Federated Library System Milwaukee, WI 53233	Bill Wilson Winding Rivers Library System La Crosse, WI 54601 (representative of Group A)
*replaces Nolan Neds, Deputy City Librarian, Milwaukee Public Library	

WLNP Working Group A
Public Libraries

Ronald Gorseger, Director *
Nicolet Federated Library
System
Green Bay, WI 54301
(414) 497-3443

Lynn Melton
Burlington Public Library
Burlington, WI 53105
(414) 763-7623

Serena Nelson, Director
Southwest Wisconsin Library
System
Fennimore, WI 53809
(608) 822-3393

Roger Pearson, Director
South Central Library System
Madison Public Library
Madison, WI 53703
(608) 266-4181

Harry Whitmore
Northwest Wisconsin Library
System
Ashland, WI 54806
(715) 682-8027

Bill Wilson *
Winding Rivers Library
System
La Crosse, WI 54601
(608) 784-3151

School Libraries

Elaine Anderson
Beaver Dam Public Schools
Beaver Dam, WI 53916
(414) 887-7131

Carolyn Cain
LaFollette Senior High School
Madison, WI 53716
(608) 222-0641

Marge Doering *
Oshkosh West Senior High
School
Oshkosh, WI 54901
(414) 424-4090

Jim Klein *
Appleton Public Schools
Appleton, WI 54911
(414) 735-6133

Dwayne J. Schmaltz
CESA #13
Waupun, WI 53963
(414) 324-4461

Academic Libraries

Dennis Dickinson
Beloit College
Beloit, WI 53511
(608) 365-3391

Lorraine Kearney, Director
District One Technical Institute
Eau Claire, WI 54701
(715) 836-4756

Kurt Rothe, Director
UW-Green Bay
Green Bay, WI 54302
(414) 465-2383

Mary Williamson
Wisconsin Interlibrary Loan
Service
Madison, WI 53706
(608) 263-4962

Special Libraries

Carol Bannen
Reinhart, Boerner, Van Deuren,
Norris and Rieselbach
Milwaukee, WI 53202
(414) 271-1190

Mary Bayorgeon
St. Elizabeth Hospital
Health Science Library
Appleton, WI 54911
(414) 731-5261

Sally Drew
Bureau of Public and
Cooperative Library
Services, Department
of Public Instruction
(608) 266-7270

*Represented Group A on the Steering Committee

WLNP Working Group A (Cont'd.)Special Libraries (Cont'd.)

Jane Henkel
Legislative Council
Madison, WI 53702
(608) 266-3370
Resource Person/Tentative

Carla Roden, Coordinator
Library Council of Metropolitan
Milwaukee
Milwaukee, WI 53233
(414) 271-8470

Judy Royster, Coordinator
Madison Area Library Council
Madison, WI 53705
(608) 231-1052

Fran Wood
Information Services Division
Wendt Engineering Library
UW-Madison
Madison, WI 53706
(608) 262-5913

Christine Kensmoe
Zimpro, Inc.
Rothschild, WI

WLNP Working Group B
Public Libraries

Wayne R. Bassett
Wisconsin Valley Library
System
Wausau, WI 54401

Henry Bates
Milwaukee County Federated
Library System
Milwaukee, WI 53233

Patt Boge
Winding Rivers Intertype
Council
LaCrosse, WI 54601

Nancy Elsmo
Racine Public Library
Racine, WI 53403

Barbara Hanaway
Monona Public Library
Monona, WI 53716

Jack LeSuer
Racine Public Library
Racine, WI 53403

Milton Mitchell/Sharon Charles
Indianhead Library System
Eau Claire, WI 54701

Mary Muellenbach, Trustee
Manitowoc-Calumet Library
System Board
Stockbridge, WI 53088

Carol Ryan, NEWIL
c/o UW-Green Bay Library
Green Bay, WI 54302

Kathy Schneider
WILS/WLC
Madison, WI 53706

Kay Swan, Trustee
Berlin Public Library Board
Berlin, WI 54923

Jo Triggs
Mid-Wisconsin Federated
Library System
Fond du Lac, WI 54935

School Libraries

Melvin O. Bollom
CESA 14
Fennimore, WI 53809

Carol Diehl, Media Coordinator
New London Schools
New London, WI 54961

Eugene Ertz, Principal
West Salem Elementary School
West Salem, WI 54469

Michael Malone, Dist. Admin.
Port Edwards, WI 54469

James Ticknor, Dist. Admin.
Rio Public Schools
Rio, WI 53960

Michael Wallischlager
Supt. of Catholic Schools
Stevens Point, WI 54481

WLNP Working Group B (Cont'd.)Academic Libraries

Peter Chobanian, Assoc. Direct.
Ripon College Library
Ripon, WI 54971

Sally Davis
UW Madison Library School Library
Madison, WI 53706

John J. Jax
UW-Stout Library
Menomonie, WI 54751

William M. Gardner
Marquette University Library
Milwaukee, WI 53233

Nancy Marshall
UW-Madison Memorial Library
Madison, WI 53706

Judy Strebig, Library
UW-Center, Marathon County
Wausau, WI 54401

Special Libraries

Deb Gilles
Health Sciences Library
Howard Young Medical Center
Woodruff, WI 54568

Marcia J. Koslov
State Law Library
Madison, WI 53702

Janet Pugh
Wisconsin Department of
Industry, Labor and Human
Relations Library
Madison, WI 53707

WLNP School Working Group

Carolyn Cain
LaFollette Sr. High School
Madison, WI 53716

Leora McGee
Milwaukee Public Schools
Milwaukee, WI 53208

Carol Diehl, Media Coordinator
New London School District
New London, WI 54961

Joyce Oppen
Library/AV Coordinator
School District of Rhinelander
Rhinelander, WI 54501

Eliza Dresang
Madison Metropolitan School District
Madison, WI 53703

Robert Strack, Director
Media Services
Stevens Point Public Schools
Stevens Point, WI 54481

Iris Glidden, Media Coordinator
West Bend Joint School District
West Bend, WI 53095

Richard Sorensen
Department of Public Instruction
Madison, WI 53707

Roseanne Krubsack
CESA #14
Fennimore, WI 53809

Ron Unmacht, Director
SWECS
CESA #15
Madison, WI 53703

Donald Lacock, Director
Media Center
La Crosse Public Schools
La Crosse, WI 54601

Jim Zitzelsberger
Oshkosh West Sr. High School
Oshkosh, WI 54901

Pat McCarthy
Eisenhower High School
New Berlin, WI 53151

WLNP Special Library Working Group

Barbara Arnold
Sea Grant Advisory Services
Madison, WI 53706

Linda Bulen
UW-Milwaukee Library
Milwaukee, WI 53201

Dan Eckert
Holy Family Hospital
Manitowoc, WI 54220

Marge Grinnell
AV/Reference Librarian
Mendota Mental Health Institute
Madison, WI 53704

Larry Jacobsen
UW-Primate Library
Madison, WI 53706

Virginia Perkins
Wisconsin Electric Power Company
Milwaukee, WI 53201

LaVerne Samb
La Crosse Lutheran Hospital
La Crosse, WI 54601

Anne Taylor, Chief Librarian
UW-Veteran's Administration Hospital
Madison, WI 53705

Ed Van Gemert
State Agency Libraries Processing Center
Reference and Loan Library
Madison, WI 53716

Marjorie Westergard
Wisconsin Department of Public
Instruction Library
Madison, WI 53707

WLNP Special Library (Interview) Working Group

Sue Center
Criminal Justice Reference and
Information Center
Madison, WI 53706

Irene Dobbett, Library
Sentry Insurance
Stevens Point, WI 54481

Ruth Holst
Columbia Hospital
Milwaukee, WI 53211

Mary Kaczmarek, Library
Johnson Controls, Inc.
Milwaukee, WI 53201

Barb Lawewski
Mason Library
Ray-O-Vac Division ESB, Inc.
Madison, WI 53711

Patricia Parsons
Wisconsin Department of Natural
Resources Library
Madison, WI 53707

Marian Rauch
Johnson Controls, Inc.
Milwaukee, WI 53209

LaVerne Samb
La Crosse Lutheran Hospital
La Crosse, WI 54601

Mary Sutliff, Library
Kimberly-Clark Corporation
Neenah, WI 54956

WLNP Academic Library Working Group

Georgiana Bentzler
UW Center-Marshfield/Wood County
Marshfield, WI 54449

Jerome Daniels
UW-Platteville
Platteville, WI 53818

Sally Davis
UW-Madison Library School Library
Madison, WI 53706

Sister M. Patrick Ferguson
Marian College
Fond du Lac, WI 54935

Mary Hein
Northeast Wisconsin Technical Institute
Green Bay, WI 54303

Virginia Holtz
Middleton Health Sciences Library
Madison, WI 53706

John J. Jax
UW-Stout at Menomonie
Menomonie, WI 54751

Marlene Mashak
Western Wisconsin Technical Institute
La Crosse, WI 54601

Joseph Pritchard
UW-Superior
Superior, WI 54880

Hannelore Rader
UW-Parkside
Kenosha, WI 53140

William Roselle
UW-Milwaukee
Milwaukee, WI 53201

Paul D. Starr
Carroll College
Waukesha, WI 53186

Judy Strebig
UW Center-Marathon County
Wausau, WI 54601

Ms. Thuan Tran
Western Wisconsin Technical Institute
La Crosse, WI 54601

WLNP System and Resource Directors Working Group

Wayne Bassett, Director
Wisconsin Valley Library Service
Wausau, WI 54401

Dan Bradbury, Director
Janesville Public Library
Janesville, WI 53545

Janice Farley, Director
Arrowhead Library System
Janesville, WI 53545

Barbara Kelly, Director
Manitowoc-Calumet Counties
Library System
Manitowoc, WI 54220

Dorothy Naughton, Director
Waukesha Public Library
Waukesha, WI 53186

Serena Nelson, Director
Southwest Wisconsin Library System
Fennimore, WI 53809

Jerome Pennington, Director
Appleton Public Library
Appleton, WI 54911

Irene Stoler
South Central Library System and
Madison Public Library
Madison, WI 53703

WLNP System and Resource Directors Working Group (Cont'd.)

Eugene McLane, Director
Mid-Wisconsin Federated Library
System
Fond du Lac, WI 54935

Milton Mitchell, Director
Indianhead Federated Library
System
Eau Claire, WI 54701

Mark Morse, Director
L. E. Phillips Memorial
Public Library
Eau Claire, WI 54701

David Weinhold, Coordinator
Sheboygan County Federated Library
System
Sheboygan, WI 53081

James White, Director
Winding Rivers Library System
La Crosse, WI 54601

Appendix Q. Open Access: Illustration of Different Library Roles

An option for library participation in open access in an area network follows:

Each type of library serves its own constituencies first. Its involvement in a multitype network is secondary.

Academic libraries:

- Publicly supported libraries should be available for open access.
- Private academic libraries might be involved on a reciprocal service exchange basis and might be encouraged rather than required to provide open access.

School libraries:

- Direct physical access might be optional to the school. It could present a problem to the school when school is in session.

"Infopass" (a special pass to use a library) might be a possibility.

Public libraries:

- A public library provides open access.

Special libraries:

- A special library could choose which materials would be available for open access and how. "Infopass" might be a possibility.
- Could participate in indirect services on fee basis, if could not lend.

APPENDIX R. WISCONSIN STATUTES, CHAPTER 43, LIBRARIES

43.001 Definitions
43.03 General duties of state superintendent
43.05 General duties of division
43.07 Council on library and network development
43.09 Certificates and standards
43.11 County library planning committees
43.13 Division review
43.15 Standards for public library systems
43.17 Public library systems; general provisions
43.18 Withdrawal and abolition
43.19 Federated public library systems
43.21 Consolidated public library systems
43.23 Planning grants

43.24 State aid
43.27 Distribution of materials from reference and loan library collection to public library systems
43.52 Municipal libraries
43.54 Municipal library board composition
43.56 Joint library boards
43.57 County system of libraries
43.58 Powers and duties
43.60 Library extension and interchange
43.62 Acquisition of property
43.64 County tax
43.70 Common school fund
43.72 Library exchanges

43.001 DEFINITIONS. In this chapter:

(1) "Division" means the division for library services.

(2) "State superintendent" means the state superintendent of public instruction.

(3) "Public library system" means a system established as either a federated public library system under s.43.19 or a consolidated public library system under s.43.21.

(4) "Municipality" means a city of the 2nd, 3rd or 4th class, village, town, county, tribal government or tribal association or a school district authorized to maintain a public library facility under s.43.52. Notwithstanding its omission under this paragraph, a city of the 1st class may participate in a public library system under s.43.19(3).

(5) "Network" means a formal or informal arrangement between libraries or other informational service organizations whereby materials, information and services are exchanged and made available to potential users.

43.03 GENERAL DUTIES OF STATE SUPERINTENDENT. The state superintendent shall:

(1) Promote, assist and plan the organization, development and improvement of school library media services to provide the resources needed for teaching and learning in the schools.

(2) Promote, assist, plan and coordinate the organization, development and improvement of public library services and public library systems to serve the needs of all citizens in the state.

(3) (a) Plan and coordinate school library media services with other library services and promote interlibrary cooperation and resource sharing between school library media programs and other libraries.

(b) Plan, coordinate, evaluate and set statewide priorities for the development of networks and intertype library cooperation among libraries in the state and by the libraries in the state with libraries and resource providers in other states, and promote interlibrary cooperation and resource sharing between local governments, public libraries and other libraries.

(c) Coordinate and promote the development of regional organizations for interlibrary cooperation and resource sharing among all types of libraries.

(d) Submit to the council on library and network development an annual report which describes the programs and policies carried out under para. (a) to (c) in the preceding year and the programs and policies to be carried out under para. (a) to (c) in the succeeding year.

(4) Plan and coordinate the provision of library services to groups with special needs, including institutional residents, the physically and mentally handicapped, the socially and economically disadvantaged and racial and ethnic minorities.

(5) Accept, on behalf of the state, grants from the federal government or any federal agency or gifts or grants from any other source to be used for the purposes designated under this chapter.

(6) Enter into an annual contract with the public library in a 1st class city for the provision of library services to physically handicapped persons, including the blind and visually handicapped, certified by competent authority as unable to read or use conventional printed materials as a result of physical limitations. For the purpose of this subsection, "competent authority" means any member of the medical or allied professions, and professional persons in the fields of public health, education, library service, rehabilitation, social work and public welfare.

(7) Contract for service with libraries and other resource providers in and outside of this state to serve as resources of specialized library materials and information not available in public libraries or the reference and loan library.

(8) Establish procedures necessary for the internal administrative operation of the division.

43.05 GENERAL DUTIES OF THE DIVISION. The division shall:

(1) Coordinate and conduct continuing education programs for librarians of school library media programs, public libraries, public library systems and institutional library programs.

(2) Assist, as deemed appropriate by the division, in the recruitment of personnel for school library media programs, public libraries and public library systems.

(3) Provide professional and technical advisory, consulting and informational services to assist:

(a) School districts establishing, maintaining or expanding school library media programs and facilities;
(b) Public libraries and communities establishing, maintaining or expanding public libraries, public library systems and regional resource centers and their governing bodies;

(c) State agencies and officers, and;

(d) Institutional library programs.

(4) Collect library statistics and conduct studies and surveys of library needs throughout the state and report and publish the findings. The research shall be coordinated with statewide library planning.

(5) Ascertain which libraries in this state can suitably care for and advantageously use copies of the public documents printed at the expense of the state,

including printing under ss. 35.28 and 35.29. The division shall designate the selected libraries as depositories of state documents and shall furnish lists of the depositories to the department of administration, to govern the distribution under s.35.85 (2)(b). All libraries designated as depositories for federal documents shall automatically be designated as depositories for state documents. The lists shall show, for each depository library, the number of copies of each printed document it is to receive.

(6) Recommend and distribute standards for school library programs and facilities to school library media programs, standards for public libraries to public library governing bodies and standards for institutional library programs to governing bodies and administrators of institutional library programs and to heads of departments, as defined under s.15.01(3), which administer institutional libraries.

(7) Establish standards for public library systems under s.43.09(2).

(8) Establish standards for and issue certificates to public librarians under s.43.09(1).

(9) Approve the establishment of public library systems under s.43.13.

(10) Administer aids to public library systems under s.43.24.

(11) Maintain a library to supplement the collections of public libraries, public library systems, regional resource centers and other types of libraries with specialized materials and information sources that are not appropriately held by such libraries, systems or centers and are not readily available from other resource providers, and to provide library lending services to state government.

(12) Assist the council on library and network development in the preparation of the descriptive and statistical report to be prepared by the council under s.43.07(5).

(13) Carry out such other programs and policies as directed by the state superintendent.

43.07 COUNCIL ON LIBRARY AND NETWORK DEVELOPMENT. The state superintendent and the division shall seek the advice of and consult with the council on library and network development in performing their duties in regard to library service. The state superintendent or the administrator of the division shall attend every meeting of the council. The council may initiate consultations with the department and the division. The council shall:

(1) Make recommendations to the division in regard to the development of standards for the certification of public librarians and standards to public library systems under s.43.09.

(2) Advise the state superintendent in regard to the general policies and activities of the state's program for library development, interlibrary cooperation and network development.

(3) Advise the state superintendent in regard to the general policies and activities of the state's program for the development of school library media programs and facilities and the coordination of these programs with other library services.

(4) Hold an annual meeting for the purpose of discussing the report submitted by the state superintendent under s.43.03(3)(d). Notice of the annual meeting shall be sent to appropriate libraries and audiovisual and informational services and library and audiovisual and informational service organizations. After the meeting, the council shall make recommendations to the state superintendent regarding the report.

(5) On or before July 1, 1980, and every 2nd year thereafter, transmit to the state superintendent a descriptive and statistical report on the condition and progress of library services in the state and recommendations on how library services in the state may be improved. On or before September 1, 1980, and every 2nd year thereafter, the state superintendent shall transmit the report and recommendations to the governor and the legislature.

(6) Review that portion of the budget of the department of public instruction relating to library service. Recommendations of the council in regard to the budget shall be transmitted to the department at least 21 days before

the department submits its budget request to the governor, and shall accompany the department's budget request to the governor.

(7) Receive complaints, suggestions and inquiries regarding the programs and policies of the department of public instruction relating to library and network development, inquire into such complaints, suggestions and inquiries, and advise the state superintendent and the division on any action to be taken.

43.09 CERTIFICATES AND STANDARDS. (1) **PUBLIC LIBRARIANS.** The division shall issue certificates to public librarians and promulgate, under ch. 227, necessary standards for public librarians. The qualifications for public librarians shall be based on education, professional training and experience. Certificates already granted prior to December 17, 1971, shall remain in effect.

(2) **PUBLIC LIBRARY SYSTEMS.** (a) The division, by rule, shall promulgate necessary standards for public library systems. Such rules shall be consistent with s.43.15 and shall be established in accordance with ch. 227, except that the division shall hold a public hearing prior to adoption of any proposed rule. In addition to the notice required under s.227.021, the division shall endeavor to notify each public library of such public hearings. Standards for public library systems shall be based on the population served, adequacy of the buildings and physical facilities, the qualifications and number of personnel, book resources and other library materials, financial support and such other standards as the division finds necessary to ensure adequate library service.

(b) The division may provisionally approve, based on lesser standards than those set under par. (a), a newly established public library system for not more than 5 years. To be eligible for provisional approval, a system shall have a plan approved by the division which provides for compliance with the standards under par. (a) at the end of the period of provisional approval.

43.11 COUNTY LIBRARY PLANNING COMMITTEES. (1) **CREATION.** Any county board may appoint a county library planning committee under this section. If a county board, in a county where all public library service is administered or coordinated by an existing library board, determines to appoint a committee under this section, the existing library board shall serve as the county library planning committee. The county board shall notify the division immediately upon appointment of the committee.

(2) **ORGANIZATION.** (a) The county library planning committee shall be composed of not less than 7 nor more than 15 members. The residence of members shall reflect the population distribution within the county. The membership shall include representatives of existing public libraries in the county. One member only shall be a member of the county board. Appointments shall be for 3 years or until the committee's final report is accepted by the county board and the division, whichever occurs first.

(b) Annually, the committee shall select a chairman, vice chairman and secretary from its membership. The committee shall meet at least once every 3 months and more often on the call of the chairman or a majority of its members.

(c) No compensation may be paid to the members of any committee for their services but they shall be reimbursed for their actual and necessary expenses incurred in performing committee duties. The committee also may incur expenses related to the preparation of reports and the utilization of special consultants. Expenses under this paragraph shall be reimbursed from the planning grant under s.43.23.

(3) **DUTIES.** (a) The committee shall investigate the potential of a public library system in the county and adjacent counties, and prepare a plan for the organization of a county or multicounty system. It shall conduct public hearings to which representatives of all libraries in the county shall be invited and shall cooperate with similar committees of adjoining counties for the purpose of planning multicounty

public library systems.

(b) The committee's final report, including a plan for initial and long-range services and copies of any written agreements necessary to implement the proposed system, shall be filed with the county board and submitted to the division. Plans for multicounty systems shall include a method for allocating system board membership among library representatives and public members.

(4) DISSOLUTION. The committee shall be dissolved either after 3 years or when its final report has been accepted both by the division and the county board, whichever occurs first.

43.13 DIVISION REVIEW. (1) (a) No public library system may be established without the approval of the division. In reviewing final reports submitted by county library planning committees, the division shall consider, in addition to the standards set forth in s.43.15, the proposed system territory, organization and financing, initial and long-range plans for library services, the role of existing multi-jurisdictional services programs in the territory and plans for cooperation with adjoining systems and with other kinds of libraries in the territory.

(b) If the division approves a final report, it shall report such approval to the appropriate county boards and county library planning committees. Upon acceptance by the county boards, the division shall certify to the appropriate county boards the establishment of the public library system proposed by the report, specifying the effective date of the establishment of the system.

(2) A public library system board may submit to the division a plan for the alteration in the territory included within the system or for a change in system organization from a federated to a consolidated system or vice versa. If the change proposed by the plan is approved, the division shall certify such fact to the system board, specifying the effective date of the change.

(3) The effective date of the establishment of a system under sub. (1) or of a change under sub. (2) shall be January 1 of the year specified by the division, except that the effective date of the establishment of a system approved prior to March 1, 1972, may be either January 1 or March 1, 1972.

(4) Any decision by the division under this section may be appealed to the state superintendent.

43.15 STANDARDS FOR PUBLIC LIBRARY SYSTEMS. A public library system shall not be established unless it meets the requirements under this section.

(1) POPULATION. The territory within the system shall:

(a) Contain at least one public library established under s.43.52 in a city which, at the time of the system's establishment, has a population of more than 30,000. Any contractual arrangement existing on December 17, 1971, among a number of units of government whose territory consists of at least 3,500 square miles, and under which a multi-jurisdictional library service program is operated, which meets the requirements of this section other than the requirement for a city having a population of 30,000 or more shall be deemed to meet such requirement if it provides in the system plan for access by contract to the resources and services of a public library in a city having a population of 30,000 or more which is participating in a system.

(b) Have, at the time of its establishment, a population of 85,000 or more. Temporary certification shall be given to those systems which the 1970 census shows to have a population of at least 80,000. After January 1, 1981, no new system may be established, nor may a system be continued under temporary certification, containing territory having a total population of less than 85,000.

(2) FINANCIAL SUPPORT. Each county proposed to be included within a system shall demonstrate, to the satisfaction of the division, its ability to comply with s.43.24(2).

(3) TERRITORY INCLUDED. (a) A consolidated system shall consist of one county only. A federated system shall consist of one or more counties.

(b) No more than one system may be established within a single county. If territory of a city or village lies in 2 or more counties which are not in the same public library system, the municipal library board or, if no such board exists, the municipal governing body shall determine the system in which the city or village will participate.

(4) METHOD OF ORGANIZATION. The system shall have a designated headquarters library and be organized as either of the following:

(a) A federated system in which the governing body of each included county, and those of its underlying cities, villages and towns as have public libraries and are participating in the system, enter into written agreements for library services to be provided by the designated headquarters library or other system participants, except as provided in s.43.64(2). The written agreements shall provide for each included county to furnish library service to residents of those cities, villages and towns not maintaining a public library. A single-county public library system, whether federated or consolidated, may become part of a multicounty federated system by written agreement of the county board.

(b) A consolidated system in which the included county and its underlying cities, villages and towns form a single library system, except as provided in s.43.64(2). The county may for such purpose take over and acquire any library property by the consent of the authority controlling that property.

43.17 PUBLIC LIBRARY SYSTEMS; GENERAL PROVISIONS.

(1) BOARD TERMS. Every public library system shall be governed by a board appointed under s.43.19 or 43.21 upon the initial establishment of a board, the members shall be divided as nearly as possible into 3 equal groups to serve for terms expiring on January 1 of the 2nd, 3rd and 4th years, respectively, following their appointment. Thereafter, regular terms shall be for 3 years and shall commence on January 1. Vacancies shall be filled for the unexpired term in the same manner as regular appointments are made.

(2) BOARD ORGANIZATION. As soon as practicable after the initial establishment of a system, and thereafter in January of each year, the board shall organize by the election, from among its members, of a president and such other officers as it deems necessary.

(3) FISCAL YEAR. The fiscal year of each federated public library system whose territory lies within 2 or more counties shall be the calendar year.

(4) SYSTEM ADMINISTRATION. Responsibility for administration of a public library system shall vest in a head librarian who shall be appointed by and directly responsible to the public library system board.

(5) ANNUAL REPORT. Annually, at the time required by the division, each public library system shall report to the division on its operations, expenditures and territory served during the preceding year, shall submit a plan describing the program for library service to be carried out in the subsequent year and shall furnish such other information as the division requires.

(6) COOPERATIVE SERVICES. A public library system may contract with another such system or with other libraries or resource centers to provide and receive library services.

(7) EXISTING EMPLOYEES. No person employed by a participating public library at the time of the establishment of a public library system shall lose, because of such establishment, any salary, fringe benefit or other employment rights in existence at that time.

(8) RETIREMENT. If any employee of a participating employer under the Wisconsin retirement system becomes, by virtue of the establishment of a public library system, an employee of that library system, the library system shall become a participating employer under the Wisconsin retirement system. ②

(9) CONTRACTS AND BIDDING. All contracts for public construction, the estimated cost of which exceeds \$1,000, made by a federated public library system whose territory lies within 2 or more counties shall be let by the public library system board to the lowest responsible bidder in accordance with s.62.15(1) to (11) and (14). For purposes of this section, the system

board possesses the powers conferred by s.62.15 on the board of public works and the common council. All contracts made under this section shall be made in the name of the federated public library system and shall be executed by the system board president and such other board officer as the system board designates.

43.18 WITHDRAWAL AND ABOLITION. (1) **WITHDRAWAL.** Not less than 3 years after affiliating with a public library system, a municipality may withdraw from the system by adoption of a resolution by a two-thirds vote of its governing body under pars. (a) and (b), if the resolution is adopted at least 6 months prior to the close of the system's fiscal year. The resolution shall become effective at the close of the system's fiscal year.

(a) With the approval of the governing body of each participating city, village and town in the county, a county may withdraw from a federated public library system whose territory lies within 2 or more counties.

(b) A participating city, village or town may withdraw from a federated public library system.

(2) **ABOLITION.** A county may abolish a public library system whose territory lies only within that county.

(3) **PROCEDURE.** (a) Prior to taking any action under this section, the municipal governing body shall hold a public hearing on the proposed action and shall publish a class 1 notice, under ch. 985, of the hearing. Notice of the hearing also shall be given by registered mail not less than one week prior to the hearing to the governing body of every other municipality participating in the public library system, to the public library system board and to the division.

(b) A municipality withdrawing under this section from a public library system shall be responsible for its allocated share of the outstanding liabilities of the system on the effective date of its withdrawal.

(c) Upon taking final action under this section to withdraw from or abolish a public library system, a municipal governing body forthwith shall give notice, by registered mail, of the action taken to the governing body of every other municipality participating in the public library system, to the public library system board and to the division.

43.19 FEDERATED PUBLIC LIBRARY SYSTEMS. (1) (a) In a federated public library system whose territory lies within a single county, the system board shall consist of 7 members appointed by the county board. At least 3 members of the system board, at the time of their appointment, shall be active voting members of library boards governing public libraries of participating municipalities, and at least one of these shall be a member of the library board governing the headquarters library. At least one but not more than 2 members of the county board shall be members of the system board at any one time.

(b) In a federated public library system whose territory lies within 2 or more counties, the system board shall consist of at least 15 and not more than 20 members appointed by the county boards, acting jointly. Appointments shall be in proportion to population as nearly as practical, but each county shall be represented by at least one member on the system board. Each county board may appoint one county board member to the system board, but if there are more than 5 counties, the total number of county board members shall not exceed 5 and county board representation shall be on a rotating basis. The library board governing the designated headquarters library shall have at least one member on the system board. The remaining system board members shall include such representatives of the library boards governing public libraries of participating municipalities and public members appointed from the counties at large as the county board determines.

(2) (a) A federated public library system whose territory lies within a single county shall be deemed an agency of the county. A federated public library system whose territory lies within 2 or more counties shall be deemed a joint agency of those counties, but constitutes a separate legal entity for the following purposes: to have the exclusive custody and control of all system funds; to hold title to and dispose of property; to construct, enlarge and improve buildings; to make

contracts; and to sue and be sued.

(b) A federated public library system board shall have the powers of a library board under ss.43.58 to 43.62 with respect to system-wide functions and services. The local library boards shall retain responsibility for their public libraries in all other areas.

(3) Any county having a population of 500,000 or more and operating a library service program under s.43.57 shall be paid state aid under s.43.24 as if it were a federated public library system, if the library boards of the participating municipalities, acting jointly, file a plan describing the service program and proposed use and distribution of the state aid the program is expected to receive with the division and receive the division's approval. Such a program shall meet the standards promulgated under s.43.09(2) and is subject to s.43.17(5).

43.21 CONSOLIDATED PUBLIC LIBRARY SYSTEMS. (1) In a consolidated public library system, the system board shall consist of 7 members appointed by the county board. In the initial appointment of a system board, at least 3 members of the system board, at the time of their appointment, shall be active voting members of library boards governing public libraries consolidated into the system. At least one but not more than 2 members of the county board shall be members of the system board at any one time.

(2) (a) A consolidated public library system shall be deemed an agency of the county by which created.

(b) A consolidated public library system board shall have the powers of a library board under ss 43.58 to 43.62 and shall be responsible for the total program of public library service for the system territory.

(3) If it is consistent with the terms thereof, a gift bequest, devise or endowment to a public library becoming part of a consolidated public library system may be taken over by the system board for general use of the system; otherwise, the system board shall maintain it for the benefit of the library to which given.

43.23 PLANNING GRANTS. Upon its creation, a county library planning committee becomes eligible for a planning grant to reimburse it for expenses specified under s.43.11(2)(c). Expenses shall be fully reimbursed except that a planning grant may not exceed \$2,000. The division shall establish procedures for reviewing applications for payments under the grant. If, upon receipt of an application for payment from a committee, the division is satisfied that the committee expenses are those properly covered under s.43.11(2)(c), it shall certify the full approved amount to the department of administration which shall pay such amount to the county for payment to the committee from the appropriation under s.20.255(3)(c.)

43.24 STATE AID. (1) Each public library system shall be paid state aid for the operation and maintenance of the system. The amount paid to each system shall be determined as follows:

(a) The total of the following shall be calculated for each system:

1. For each person residing in territory within the system, 50 cents.

2. For each square mile of territory within a system, \$6 in a single-county system, \$9 in a 2-county system, \$12 in a 3-county system, \$15 in a 4-county system and \$18 in a system containing 5 or more counties.

3. An amount equal to 7% of the total operating expenditures for public library services in territory within the system from local and county sources in the calendar year immediately preceding the year for which aids are to be paid.

(b) The total amount for each system, determined under par. (a), shall be divided by the total amount, determined under par. (a), for all systems in the state.

(c) The ratio determined under par. (b) shall be multiplied by an amount equal to 11.25% of the total operating expenditures for public library services, in territories within all systems in the state, from local and county sources in the calendar year immediately preceding the calendar year for which aids are to be paid. The amount determined under this paragraph shall

be the amount of aid paid to each system.

(2) (a) For a public library system to qualify for state aid under this section, the division shall find that a) the municipalities having territory within the system provided financial or other equivalent support for public library service during the preceding year in an amount which, when added to the state aid for which the system will be eligible, is adequate for the support and maintenance of public library service in the area in accordance with standards set under s.43.09(2); and b) such support was at a level not lower than the average of the previous 3 years.

(b) For a public library system to maintain its eligibility for state aid under this section it must meet the service criteria specified under pars. (c) to (g).

(c) Each system shall provide the following services during the first year of operation:

1. Interloan of library materials among all participating libraries.

2. Reference and reference referral services from the headquarters library.

(d) Each system shall provide the following services by the end of the 2nd year of operation:

1. Complete library service as provided at the headquarters library or at the resource library if different from the headquarters library to any resident of the system on the same terms as the service is available to residents of the headquarters community.

2. The honoring of valid borrowers' cards of all public libraries in the system by all public libraries in the system.

(e) Each system shall provide the following services by the end of the 3rd year of operation:

1. In-service training for library personnel within the system.

2. Rapid and regular delivery and communication systems.

3. Service agreements with all adjacent library systems.

4. Professional consultant services to system libraries.

(f) A public library system shall by the end of the 3rd year of its operation develop agreements with other types of libraries in the system area, providing for appropriate sharing of library resources to benefit the clientele of all libraries.

(g) Each system shall engage in continuous planning with the division and with libraries in the system area in regard to developing the library materials collection to meet the service needs providing service to isolated, disadvantaged and handicapped residents, and furthering cooperative activities among all types of libraries in the system area.

(h) A public library system may regain its eligibility when it complies with pars. (c) to (g).

(3) Annually, the division shall review the reports and proposed service plans submitted by the public library systems under s.43.17(5) for conformity with this chapter and such rules and standards as are applicable. Upon approval, the division shall certify to the department of administration an estimated amount to which each system is entitled under this section. Annually on or before December 1 of the year immediately preceding the year for which aids are to be paid, the department of administration shall pay each system 75% of the certified estimated amount from the appropriation under s.20.255(3)(d). The division shall, on or before the following April 30, certify to the department of administration the actual amount to which the system is entitled under this section. On or before July 1, the department of administration shall pay each system the difference between the amount paid on December 1 of the prior year and the certified actual amount of aid to which the system is entitled from the appropriation under s.20.255(3)(d). The division may reduce state aid payments when any system or any participant thereof fails to meet the requirements of sub. (2).

(4) The division shall assure through an annual audit and adjustment of aids, as necessary, that no more than 20% of the funds received by systems are used for administrative purposes.

(5) Any interest earned from investment of state aid paid to each public library system under (3) shall be allocated to the library system receiving the aid payments.

43.27 DISTRIBUTION OF MATERIALS FROM REFERENCE AND LOAN LIBRARY COLLECTION TO PUBLIC LIBRARY SYSTEMS. The division for library services may disperse to public library systems, without charge, materials from the collection of the reference and loan library that the division determines are not appropriately held in the collection of the reference and loan library.

43.52 MUNICIPAL LIBRARIES. (1) Any municipality may establish, equip and maintain a public library and may annually levy a tax or appropriate money to provide a library fund, to be used exclusively to maintain the public library; and may enact and enforce police regulations to govern the use, management and preservation thereof. After December 17, 1971, any municipality desiring to establish a new public library shall obtain a written opinion by the division regarding the feasibility and desirability of establishing the public library before final action is taken. The division shall render its opinion within 30 days of the time the request is received.

(2) Every public library shall be free for the use of the inhabitants of the municipality by which it is established and maintained, subject to such reasonable regulations as the library board prescribes in order to render its use most beneficial to the greatest number. The library board may exclude from the use of the public library all persons who willfully violate such regulations.

(3) Any school district which maintained and operated a public library facility prior to December 17, 1971, shall be considered a municipality for the purposes of this chapter.

43.54 MUNICIPAL LIBRARY BOARD COMPOSITION. (1) (a) Each public library established under s.43.52 shall be administered by a library board composed in each city of the 2nd or 3rd class of 9 members, in each city of the 4th class or county of 7 members and in each village or town of 5 members. Members shall be residents of the municipality, except that not more than 2 members may be residents of towns adjacent to the municipality. Members shall be appointed by the mayor, county board chairman, village president or town chairman, respectively, with the approval of the municipal governing body. In schooldistricts authorized to maintain public library facilities under s.43.52, the library board shall be composed of 7 members appointed by the school board chairperson with the approval of the school board.

(b) Upon their first appointment, the members shall be divided as follows: the 9-member board into 3 equal classes, to serve 1, 2 and 3 years respectively; the 7-member board into 3 classes, 3 to serve for 3 years, 2 to serve for 2 years and 2 to serve for one year; the 5-member board into 3 classes, 2 to serve for 3 years, 2 to serve for 2 years and one to serve for one year, from July 1 in the year of their appointment in the case of cities, towns and villages and from January 1 following their appointment in the case of counties. Thereafter, each regular appointment shall be for a term of 3 years.

(c) The appointing authority shall appoint as one of the members a school district administrator, or his representative, to represent the public school district or districts in which the public library is located. Not more than one member of the municipal governing body shall at any one time be a member of the library board.

(d) No compensation shall be paid to the members of a library board for their services, but they may be reimbursed for their actual and necessary expenses incurred in performing duties outside the municipality if so authorized by the library board.

(e) A majority of the membership of a library board constitutes a quorum, but any such board may, by regulation, provide that 3 or more members thereof shall constitute a quorum.

(2) As soon as practicable after the first appointments, at a date and place fixed by the appointing officer, and annually thereafter within 30 days after the time designated in this section for the beginning

of terms, the members of the library board shall organize by the election, from among their number, of a president and such other officers as they deem necessary.

(3) In any city of the 2nd or 3rd class, the common council may, by a two-thirds vote, provide for the reduction of the number of appointive members of the library board to 7. Thereupon, whenever a term expires or a vacancy occurs, no appointments shall be made until the number of such members has been so reduced, whereupon the remaining members shall be by lot divided by the common council into 3 classes, 3 to serve for 3 years, 2 to serve for 2 years and 2 to serve for one year, respectively, from the date of such completed reduction, and thereafter each regular appointment shall be for a term of 3 years, from the succeeding July 1.

43.56 JOINT LIBRARY BOARDS. Joint library boards may be created by any 2 or more municipalities by appropriate agreement of their governing bodies. When so created, such a joint board shall have all of the powers provided by s.43.58 and other statutes relating to library boards for the purpose of operating the public libraries of the participating units of government. Without limitation because of enumeration, the agreements relating to the creation of joint library boards may cover subjects such as membership and length of terms of office of board members, and all other appropriate matters pertaining to the creation and operation of such a joint board.

43.57 COUNTY SYSTEM OF LIBRARIES. (1) (a) The county board of any county having a population of 150,000 or more may, pursuant to ss.43.52 to 43.64, establish and maintain a public library system for the county, and may for such purpose adopt, take over and acquire any libraries already established, by consent of the authorities controlling those libraries.

(b) The county board of any county having a population of 500,000 or more may, by contract with any municipality within the county, extend the jurisdiction of any existing library board therein and provide for the maintenance of a county system of libraries by that municipality.

(2) The clerk of each such county shall submit to the county board, at each annual November meeting, a report covering the preceding fiscal year showing in detail the amount and proportion of the money expended by the county pursuant to sub. (1) in each village and city. The county board shall thereupon determine the proportionate amount to be raised and paid by each such municipality to reimburse the county for the amount so advanced. Within 10 days after such determination, the county clerk shall charge to each municipality and certify to its clerk the amounts due. Each municipality shall levy a tax sufficient to meet such charge and shall pay over to the county the amounts so certified in accordance with this subsection. The tax shall be deemed a county special tax for tax settlement purposes, but the city or village shall pay over to the county on or before March 22 in each year in cash the percentage of such tax actually collected. The percentage shall be determined by applying the ratio of collection of the entire tax roll of the city or village, excepting special assessments and taxes levied pursuant to s.59.96, to the amount of the county special tax. If any city or village fails to so raise and pay over such money to the county, the county board may compel such payment.

43.58 POWERS AND DUTIES. (1) The library board shall have exclusive control of the expenditure of all moneys collected, donated or appropriated for the library fund, and of the purchase of a site and the erection of the library building whenever authorized. The library board also shall have exclusive charge, control and custody of all lands, buildings, money or other property devised, bequeathed, given or granted to, or otherwise acquired or leased by, the municipality for library purposes.

(2) The library board shall audit and approve all vouchers for the expenditures of the public library and forward such vouchers or schedules covering the same, setting forth the names of claimants, the amounts of each claim and the purpose for which expended, to the

municipal clerk or, in the case of a school district acting under s.43.52, the school board clerk, with a statement thereon, signed by the library board secretary or other designee of the library board, that the expenditure has been incurred and that the library board has audited and approved the bill. The municipal or school board clerk shall thereupon draw an order upon the treasurer, and the same shall be paid as other municipal orders are paid as provided by s.66.042 or where appropriate, s.120.34.

(3) Any person having a claim or demand against the municipality growing out of any act or omission of the library board shall file with the library board a written statement thereof. If the claim or demand or any part thereof is disallowed, the claimant may bring an action against the municipality in the same manner that an action may be brought after the disallowance of a claim by the common council of a city under the general charter.

(4) The library board may appoint a librarian and such other assistants and employees as it deems necessary, and prescribe their duties and compensation.

(5) The library board may employ competent persons to deliver lectures upon scientific, literary, historical or educational subjects; and may cooperate with the university of Wisconsin system, vocational, technical and adult education schools, the historical society, the department of public instruction, cooperative educational service agencies, school board or other educational institutions to secure such lectures or to foster and encourage by other means the wider use of books and other resource, reference and educational materials upon scientific, historical, economic, literary, educational and other useful subjects.

(6) (a) Within 30 days after the conclusion of the fiscal year of the municipality in which the public library is located, the library board shall make a report to the division and to its municipal governing body. The report shall state the condition of the library board's trust and the various sums of money received for the use of the public library during the year, specifying separately the amounts received from appropriations, from the income of trust funds, from rentals and other revenues of the public library and from other sources. The report shall state separately the condition of the permanent trust funds in the library board's control, shall state in detail the disbursements on account of the public library during that fiscal year and shall contain an estimate of the needs of the public library for the next succeeding fiscal year.

(b) The report to the division shall include data concerning library materials, facilities, personnel, operations and such other information as the division requests.

43.60 LIBRARY EXTENSION AND INTERCHANGE. (1) The library board of any municipality may, by contract or upon such conditions and regulations as it prescribes, extend the use of the public library to nonresidents of the municipality, or exchange books either permanently or temporarily with any other library.

(2) The library board of any municipality may, by agreement with any other municipality, provide for the loaning of books from its public library, singly or in traveling libraries, to the residents of the other municipality. The other municipality may levy a tax and appropriate money annually to meet its obligation under the agreement.

(3) Whenever the annual sum appropriated by the other municipality pursuant to sub. (2) equals or exceeds one-sixth of the net annual income of the public library during the preceding fiscal year, the mayor, village president or town or county chairman of the other municipality, with the approval of the governing body thereof, shall appoint from among the residents of the municipality an additional member of the library board of the public library and, when such sum equals or exceeds one-third of the net annual income, 2 additional members, for a term of 3 years from the July 1 next succeeding such appointment, and thereafter for terms of 3 years. Whenever the appropriation made is less than the one-third specified, the office of one such additional

member of the board and, if less than the one-sixth specified, the office of both shall be vacant from the July 1 next thereafter.

43.62 ACQUISITION OF PROPERTY. (1) Any municipality may purchase or acquire one or more sites, erect one or more buildings and equip the same for a public library or any library already established; or may adopt, take over and acquire any library already established, by consent of the authorities controlling the same.

(2) All persons wishing to make donations of property for the benefit of a public library may vest the title thereto in the library board, to be held and controlled by the board, when accepted, according to the terms of the deed of gift, devise or bequest. As to such property the board shall be deemed special trustees.

(3) (a) If a gift, bequest, devise or endowment is made to any public library, the library board thereof may pay or transfer the gift, bequest, devise or endowment, or the proceeds thereof, to the treasurer of the municipality in which the public library is situated, may entrust any funds therefrom to a public depository under ch. 34 or may pay or transfer such gift, bequest, devise or endowment to any member of the library board to be selected by the library board and thereafter to be known as financial secretary. The financial secretary shall hold his office only during his membership on the library board and shall be elected annually at the same time and in the same manner as the other officers of the library board.

(b) If any such treasurer or financial secretary holds any property belonging to the public library, the library board shall require a bond from the treasurer or financial secretary to the library board in such sum, not less than double the amount of such property so held by him, and with such sureties as the library board requires. The bond shall be conditioned in substantially the same form as the ordinary bond required from the treasurer of the municipality, with the necessary changes.

(c) The treasurer or financial secretary shall make an annual report to the library board showing in detail the amount, investment, income and disbursements from the trust funds in his charge. Such report shall also be appended to the annual report of the library board under s. 43.58(6). The treasurer or financial secretary shall also send a copy of each annual report to the commissioner of banking.

(4) Any county may receive, by devise, bequest or gift, property for the purpose of establishing a public library for the county and may enter into an agreement to maintain a public library in consideration thereof, and shall be bound to faithfully perform such agreement. In such case the library board may properly administer the same.

(5) (a) In the case of a gift for a library building, the library board of the municipality shall have the exclusive right to select and contract for the purchase of a site therefor, at a cost not to exceed one-third of the gift. The library board shall report forthwith to the municipal governing body the amount required to pay for such site, and the municipal governing body shall thereupon by resolution include such sum in the next succeeding annual tax levy or provide for an issue of bonds in the required amount.

(b) Whenever the library board certifies to the municipal governing body that it is unable to acquire the site selected for a just and reasonable price and that a just and reasonable price for the site selected does not exceed the amount which may be legally expended therefor, the municipal governing body shall proceed to acquire such site by condemnation. If the compensation awarded in the condemnation proceedings exceeds one-third of the gift, the proceedings shall be valid if, within 60 days after the final award, the excess is provided for by private donation or otherwise. If the excess is not so provided for, the proceedings shall, upon motion, be dismissed with costs.

43.64 COUNTY TAX. (1) The county board of a county expending money for public library service to its inhabitants may levy a tax to provide funds for such service and shall include any amount of tax under this subsection in the amount of taxes determined to be levied under s. 70.62(1).

(2) Any city, town, village or school district in a county levying a tax for a county library under sub. (1) shall, upon written application to the county board of the county, be exempted from the tax levy, if the city, town, village or school district making the application expends for a library fund during the year for which the tax levy is made a sum at least equal to the sum which it would have to pay toward the county tax levy. For the purposes of this subsection, "library fund" means the funds raised by the city, town, village or school district by tax levy or appropriation under s. 43.52 (1) or the funds expended by the city, town, village or school district under an agreement with another municipality under s. 43.60 (2).

43.70 COMMON SCHOOL FUND. (1) No later than October 15 of each year, each school district administrator shall certify to the state superintendent, on forms provided by the state superintendent, a report of the total number of children between the ages of 4 and 20 years residing in his school district on the preceding June 30.

(2) Annually, within 40 days after December 1, the state superintendent shall ascertain the aggregate amount of all moneys received as income in the common school fund prior to that December 1 and shall apportion such amount to the school districts in proportion to the number of children resident therein between the ages of 4 and 20 years, as shown by the census report certified under sub. (1).

(3) Immediately upon making such apportionment, the state superintendent shall certify to the department of administration the amount that each school district is entitled to receive under this section and shall notify each school district administrator of the amount so certified for his or her school district. Within 15 days after receiving such certification, the department of administration shall issue its warrants upon which the state treasurer shall pay the amount apportioned forthwith to the proper school district treasurer. All moneys apportioned from the common school fund shall be expended for the purchase of library books and other instructional materials for school libraries, but not for public library facilities operated by school districts under s. 43.52, in accordance with rules prescribed by the state superintendent. Appropriate records of such purchases shall be kept and necessary reports thereon shall be made to the state superintendent.

43.72 LIBRARY EXCHANGES. (1) School library books and other instructional material belonging to one school district may be loaned by the school board of the district to the school board of another district for use in the school library of that school district, in consideration of school library books and other instructional material similarly loaned in exchange therefor.

(2) Any public library board and the school board of any school district in which a public library is maintained may make such exchanges and loans of books and other instructional material as are agreed upon by such boards for the purpose of increasing the efficiency of both libraries and insuring the best service to the schools and all citizens.

15.377(6) COUNCIL ON LIBRARY AND NETWORK DEVELOPMENT.

There is created in the department of public instruction a council on library and network development composed of 15 members. Eight of the members shall be library science, audiovisual and informational science professionals or members of governing bodies of libraries or resource centers and shall be representative of various types of libraries, information services and resource providers. Seven of the members shall be persons who are neither library science, audiovisual and informational science professionals, nor members of governing bodies of libraries and resource centers. For the purposes of membership on the council, school boards and county, city, village and town governing bodies shall not be considered to be governing bodies of libraries or resource centers. The members of the council shall be appointed for staggered 3-year terms. The council shall meet 6 times annually and shall also meet on the call of the state superintendent, and may meet at other times on the call of the chairman or a majority of its members.

(15.377(2) COUNCIL ON LIBRARY DEVELOPMENT, and 15.377(3) COUNCIL ON PUBLIC LIBRARY CERTIFICATES AND STANDARDS, have been repealed.)

66.30 INTERGOVERNMENTAL COOPERATION. (1) In this section "municipality" means the state or any department or agency thereof, or any city, village, town, county, school district, public library system, public inland lake protection and rehabilitation district, sanitary district, farm drainage district, sewer utility district, water utility district or regional planning commission.

(2) In addition to the provisions of any other statutes specifically authorizing cooperation between municipalities, unless such statutes specifically exclude action under this section, any municipality may contract with other municipalities, for the receipt or furnishing of services or the joint exercise of any power or duty required or authorized by law. If municipal parties to a contract have varying powers or duties under the law, each may act under the contract to the extent of its lawful powers and duties. This section shall be interpreted liberally in favor of cooperative action between municipalities.

Chapter 347, Laws of 1979, also directed the following studies and plans. Because of the short duration for their completion, they will not appear in Wisconsin Statutes.

COUNCIL STUDIES. (1) Study of aids to medical libraries and system resource libraries. The council on library and network development shall study the desirability of providing state aids to medical libraries in hospitals and health care institutions and to public library system resource libraries and make recommendations to the state superintendent of public instruction. The council shall make its recommendations and the state superintendent shall transmit the recommendations to the governor and the legislature by December 31, 1982.

(2) Study of funding for state level library resource providers. The council on library and network development shall study funding for state level library information resource providers and make recommendations to the state superintendent of public instruction. The council shall make its recommendations and the state superintendent shall transmit the recommendations to the governor by December 31, 1982.

(3) Study of regional organizations for interlibrary cooperation and resource sharing. The council on library and network development shall study the development and structure of, standards for, and the desirability of providing, state aids to regional organizations for interlibrary cooperation and resource sharing, and make recommendations to the state superintendent of public instruction. The council shall make its recommendations and the state superintendent shall transmit the recommendations to the governor and the legislature on or before December 31, 1982.

PLAN FOR LIBRARY SERVICES TO STATE INSTITUTIONS.

(1) The department of health and social services shall develop a plan for the provision of library services to persons served by, and the staff of, institutions operated by the department, and transmit the plan, and make recommendations regarding any statutory or budgetary changes which may be necessary to implement the plan, to the legislature, the governor, state superintendent of public instruction, and the council on library and network development on or before December 31, 1982.

(2) The plan should provide for the coordination of library services in all of the institutions operated by the department and specify the methods by which library services are to be provided, including, but not limited to, the development of library resources within the department; lending agreements with public libraries, public library systems or other resource providers; and through the reference and loan library.

KEY:

- ① Section 43.11 (2)(c) is repealed effective 7-1-82.
- ② Section 43.17 (8) is effective 1-1-82.
- ③ Section 43.23 is repealed effective 7-1-82.

Appendix S. Examples of Services Coordinated by a Multitype Library Network

<u>Services</u>	<u>Examples of Possible Activities</u>
Interlibrary Loan	- Library to library sharing of materials - Referral of requests beyond area - Resource Library(ies) for interloan backup
Reference Referral	- Library to library requests for information - Referral of requests beyond area - Resource library(ies) for reference backup - Subject data base access (BRS, etc.)
In-Service Training	- Staff exchange - Workshops, Conferences, for library staff for trustees/administrators - Clearinghouse for professional information - Communication among librarians
Delivery and Communication	- TWX, TWP, OCLC, mail, telephone - Trucks, vans to deliver materials - Telefacsimile
Open Access to Libraries	- Infopass (limited walk-in access) - Reciprocal borrowing - Resource library(ies)
Consultant Services	- Advisory help on library service, e.g. adult, young adult, children; automation
Coordinated Collection Development	- Rotating Collections - specialized materials - expensive materials - general materials - framed art prints - Jointly developed selection policies - Subject specialization - Storage of little used materials - Support of intellectual freedom - Assigned collection responsibilities - Centralized film collections

Continued from previous page

ServicesExamples of Possible Activities

Services to Isolated (e.g., rural, homebound, county homes)

- Bookmobile
- Books-by-mail

Services to the Disadvantaged and Handicapped (e.g., poor, blind, physically handicapped, elderly, English as a second language)

- Loan of special materials (e.g., large print, talking books)
 - to individuals
 - to libraries for individuals
- Subregional libraries
- Service to institutionalized (state)

Data Base Development

- Union lists (manual or automated) of monographs, serials, audio visual materials

Centralized Technical Services

- Acquisitions
- Cataloging
- Processing
- Circulation

Research and Development

- Innovative projects
- Testing and evaluation

Community Information/Education

- Traveling exhibits
- Reading lists
- News releases
- Print posters/signs
- Community relations
- Newsletter

Audio Visual Services

- Equipment repair service

Grants

- For purchase of materials, equipment, or services

Appendix T. School Library Survey

May 7 1981

Dear School Librarian/Media Person:

Last summer I accepted appointment to the Wisconsin Library Network Steering Committee. I had little knowledge of either the makeup of the Committee or its intended actions, but felt that because I had a strong interest in networking I could contribute to the process. Since that time I have learned that:

- 1) The charge to the Committee is to
 - a) design the interlibrary Cooperation scheme that will best meet the present and foreseeable future needs of all types of Wisconsin libraries, and to
 - b) flesh out the design with specific recommended structures for governance, administration, operation and financing.
- 2) There are no givens... that is the Committee may recommend using all or part of existing interlibrary plans or start all over with a new plan.
- 3) The report of the Committee is to be presented to the Governor's Council on Library Network Development for their consideration.
- 4) The Committee is composed of two members of the State Legislature, three public librarians, three academic librarians, three librarians representing special libraries, one public library board member, one DPI representative, one public library system director, one CESA librarian and one school librarian.
- 5) I am the only school librarian on the committee!

I abruptly realized that I am in the precarious position of representing all Wisconsin School Librarians in this task. Since then I have been gathering input informally with the objective of representing the position of the majority of school librarians as fairly as possible. Unfortunately much of the information I have gathered has been conflicting and has raised more questions than it has answered.

I have decided that the simplest information gathering procedure is to write a position paper explaining my views and circulate that paper to representative school librarians with a plea for reactions.

You have been recommended as a person who can provide valuable insight on the place of the school library in a statewide network plan. Please take time to reflect on the positions listed and then react to them as you feel appropriate. Remember that the positions are mine alone and are based on my perspectives and have not been formally presented to the Steering Committee. Your constructive criticism or statements of support will aid me in developing positions and rationale for presentation to the Steering Committee. Please return your comments to me.

Thanks for your interest and help in this weighty matter.

Sincerely,

R.C. Strack

POSITION STATEMENT 5

The Regional Library Network Organization Board will set policy for regional operations and will direct the activities of the Regional Library Network Staff.

Rationale. The emphasis is on the Board's function of directing the staff. Present library systems seem to have the Board setting policy and the staff setting direction. Under the proposed arrangement direction would be set by the membership, decreasing the chances of the staff proceeding in a direction divergent from the needs of the member libraries.

POSITION STATEMENT 6

The Regional Library Network Organization Staff will consist of a chief coordinator and other coordinators/technical staff as the Board deems necessary and expedient.

Rationale. Each region will have a minimum staff of one coordinator and will add personnel only as service needs dictate.

POSITION STATEMENT 7

The Regional Library Network Organization Staff shall be facilitative/advisory rather than directive/managerial in function.

Rationale. The staff must be adept at determining need and support for services proposed by the Board, and be able to design and implement service delivery strategies that will "sell" themselves to the member libraries.

POSITION STATEMENT 8

The Regional Library Network Organization will acquire capital property/materials collections etc. only as specifically authorized by the membership and when supported financially by the user libraries.

Rationale. The primary purpose of the network is to maximize use of existing resources, not to build new central libraries. Exceptions, such as film libraries, may occur but they must be specifically authorized and supported.

POSITION STATEMENT 9

The Regional Library Network Organization should be supported partially by State funds and partially by member libraries. Funding formulas should be established regionally based on need.

Rationale. Local funding assures local participation and input, while state funding prevents the local share from becoming repressive.

POSITION STATEMENT 10

The services provided through the Regional Library Network Organization will be open to all libraries, but participation is optional.

Rationale. Services offered through the network may not be feasible for some libraries to participate in. No library should be forced to accept and support a service it can't use.

POSITION STATEMENT 1

School libraries should be included as full partners with other types of libraries in any future Wisconsin Library Network System.

Rationale. School libraries have the potential of becoming valuable sharing partners in library network system. That potential can only be realized when school libraries are included as equal partners in planning, financing and implementing network activities. Schools do have some real and perceived restrictions on activities that must be considered, but it is my belief that operating structures can be designed to work around the restrictions. Inclusion on "advisory" groups is generally not enough representation to assure either school librarians or their administrators that school interests are being recognized, therefore schools should be full partners in all facets of network activities.

POSITION STATEMENT 2

Existing library systems should be abandoned in favor of a new system that emphasizes sharing of resources among all types of libraries.

Rationale. The governance and management structure of the present library systems opens the way for development in directions that I do not believe fit today's (and tomorrow's) economic climate. Specifically they are:

1. Library systems and other resource sharing systems (including some being planned) emphasize one type of library above others leading to an unhealthy climate for resource sharing.
2. Library systems tend to use their funding toward central collection development and pet projects (the library of libraries) rather than toward maximizing the use of the resources of the member libraries and providing for their needs.
3. Library systems tend to assume a directive rather than responsive role when developing services to be offered to member libraries. This tendency is enhanced when funding is given directly to the system for their projects, rather than being "earned" by the system for projects used by the member libraries.

I believe that the greatest success in interlibrary cooperation will be achieved by designing and implementing a new system designed for that purpose, and not through retreading an outmoded system.

POSITION STATEMENT 3

The Wisconsin Library Network System should be implemented on a regional basis.

Rationale. Regional implementation, rather than state wide or a more localized area, provides control that is sensitive to common needs yet has enough libraries to make a variety of services feasible without becoming financially repressive. Boundaries for the regions may be based on existing system boundaries, CESA boundaries or other boundaries determined by service area, population etc. Criteria for regional boundaries should be based on statistical data so that boundary changes can be made should situations change.

POSITION STATEMENT 4

The activities of each Regional Library Network Organization shall be controlled by a Regional Library Network Organization Board. The Board shall be composed of professional librarians/media personnel representing all types of libraries in the region.

Rationale. Citizen boards are appropriate for controlling the activities of libraries directly serving the public, but are not knowledgeable enough to control the operation of an organization that provides services to libraries.

POSITION STATEMENT 11

Libraries electing to participate in a service offered through the library network must also share in supporting the service through in-kind services or alternative jointly agreed upon by the Board and the Library.

Rationale. Users must be direct contributors to insure fair sharing among libraries.

POSITION STATEMENT 12

All membership and service agreements must be in written contract form between the Board and the Library's controlling body.

Rationale. Written agreements put a businesslike cast on the operation and insure that both parties are clearly aware of the obligations and benefits of the arrangement.

POSITION STATEMENT 13

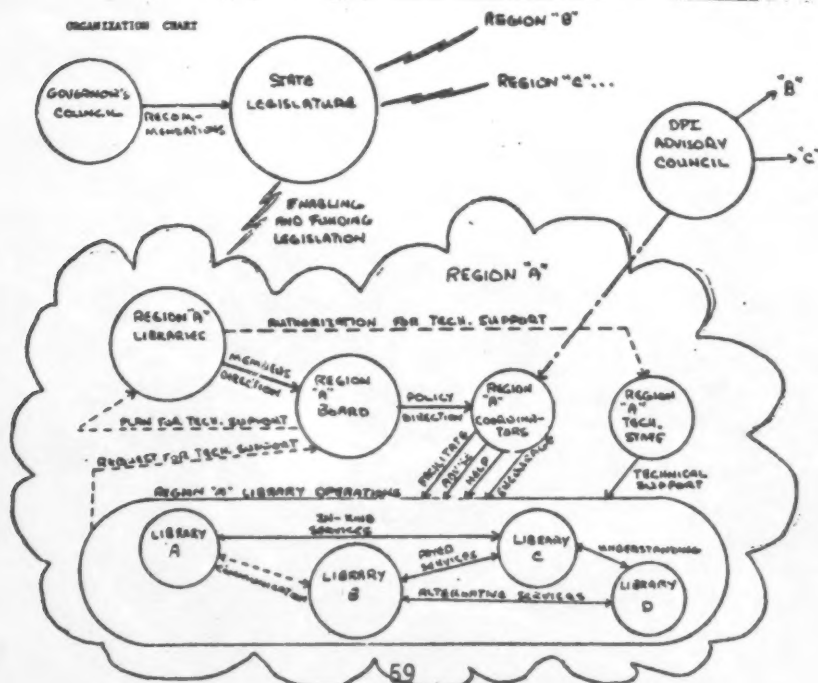
The Wisconsin Library Network System will be coordinated by a Library Network Advisory Council chaired by a DPI representative and consisting of the Regional Library Network Chief Coordinators.

Rationale. Control of the State Library Network System should be maintained at the user level, but communication with other regions and DPI is vital. This council would provide DPI input to the chief coordinators who would then provide liaison with the Regional Boards.

POSITION STATEMENT 14

State control and overall direction of the Wisconsin Library Network System would come through enabling legislation passed by the State Legislature on the recommendation of the Governor's Committee on Library and Network Development.

Rationale. Inter region relationships and state wide operating directives should be developed and implemented through legislation. The legislation would also contain provisions for state funding of Network system.



LIBRARY NETWORK POSITION REACTION SHEET

Please complete and return by May 29, 1981. SEND TO: BOB STRACK
 COORDINATOR FOR MEDIA SERVICES
 2308 MINNESOTA AVENUE
 STEVENS POINT, WI 54481

POSITION 1	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
RATIONALE _____					
POSITION 2	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
RATIONALE _____					
POSITION 3	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
RATIONALE _____					
POSITION 4	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
RATIONALE _____					
POSITION 5	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
RATIONALE _____					
POSITION 6	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
RATIONALE _____					
POSITION 7	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
RATIONALE _____					

POSITION 8	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
RATIONALE _____					

POSITION 9	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
RATIONALE _____					

POSITION 10	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
RATIONALE _____					

POSITION 11	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
RATIONALE _____					

POSITION 12	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
RATIONALE _____					

POSITION 13	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
RATIONALE _____					

POSITION 14	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
RATIONALE _____					

Appendix U. Wisconsin Library Network Plan Original Process

Wisconsin Library Network Plan - The Process*

1.

Problem Exploration

purpose: identify priority problems	<u>people involved</u> - librarians - users - Steering Committee	<u>activities</u> - review past needs assessments - update needs assessment - random interviews - questionnaires - report
--	--	--

Report to Steering Committee
(November 17, 1980-meeting)
2.

Knowledge Exploration

purpose: identify alternative solutions to problems; reconcep- tualize problem/solution components	<u>working groups</u> a)- specialists (different levels and types of librarianship; other fields e.g., gov- ernment, related tech- nologies)	<u>activities</u> - survey and/or meetings of specialists - state of the art/liter- ature survey - report: preliminary draft of area network plan
--	--	---

Report to Steering Committee
(December 1980-no meeting. Mail report.)

purpose: practical review of proposed solution in 2a)	- b)- funding agents or administrators - representatives of users, library systems and related library groups	- contacts and/or meetings to react to report in 2a.) and to add recommen- dations - report: revised draft of area network plan
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Report to Steering Committee
(January-February 1981-meeting)

*Modified from the Program Planning Model developed by Andre L. Delbecq and Andrew H. Van de Ven

3. Plan Development and Design
- purpose: develop an area network plan including implementation process
- people involved
- a)- project staff and consultants
- activities
- develop draft of network plan, based on 1 & 2 above, for Steering Committee
- Report to Steering Committee
(April 1981-meeting)
- b)- Steering Committee
- representatives of users, library systems and related library groups
- activities
- review draft of area network plan
- draft final report
- discuss plan for implementation
- Report to Steering Committee
(April 1981-meeting)
4. Plan Review, Evaluation, Implementation
- purpose: final recommendations
- people involved
- Steering Committee
- project staff and consultants
- representatives of users, library systems and related library groups
- activities
- review and adopt final report
- next steps

Appendix V. Wisconsin Library Network Plan Revised Process

<u>Date</u>	<u>Steering Committee</u>	<u>Other</u>
August, 1980	- Reviewed goal, objectives, background materials - Discussed issues, problems	
September, 1980 and October, 1980		- User surveys - Librarian interviews - Wisconsin Library Association - Wisconsin Health Science Library Association - Wisconsin Chapter, Special Libraries Association - Wisconsin Library Network Plan news release
November, 1980	- Reviewed and discussed user survey and librarian interview results - Discussed possible network services and structures (models from Wisconsin and other states) - Suggested possible WLNP project participants - Discussed materials to go to Working Group A	
December, 1980 and January, 1981		- <u>Working Group A</u> - Reviewed, studied, discussed issues - Preliminary "Concept Paper" completed - Selected Group A representatives to join Steering Committee
January, 1981 February, 1981	- Reviewed Group A's Concept Paper	- <u>Working Group B</u>, - Reviewed Concept Paper
February, 1981	- Discussed Concept Paper - Referred to Group A for more detail	
March, 1981		- <u>Group A</u> - Completed more detailed draft of recommendations

<u>Date</u>	<u>Steering Committee</u>	<u>Other</u>
March, 1981		- Meetings to discuss
April, 1981		WLNP draft with:
May, 1981		- Public Library
		System Directors
		- School-Media Staff
		- Special Librarians
		- Academic Librarians
June, 1981	- Received comments from librarian group meetings	
	- Received more detailed draft	
June 11-12, 1981	- Discussed draft at meeting	
	- Recommendations partially approved	
July, 1981		- Informational meetings on WLNP:
		- Council on Library and Network Developmen
		- Wisconsin Library Association Board
		- Wisconsin Library Association, Library Development and Legis- lation Committee
August, 1981	- August 1981 draft received	
September, 1981		- Educational Telephone Network Program on WLNP project
		- Wisconsin Health Library Association Board infor- mational meeting
	- Final recommendations discussed	
November, 1981	- Approved recommendations by mail	
December, 1981 - January, 1982		- Printing
		- Mail to Wisconsin librarians
		- Transmit Report to the Division for Library Services and the Council on Library and Network Development

Appendix W. Wisconsin Library Network Plan Steering Committee: Minority Views on the Report

December 14, 1981

A MINORITY VIEW

It is our belief that the group dynamics of the last several meetings of the Steering Committee resulted in majority recommendations which propose complex, diffuse, and relatively ineffective alternatives for functions, structure and funding of area multitype library cooperation in Wisconsin. They seem better designed for protecting the status quo of public library services and academic library services than in developing integrated area library networks or systems which could make really effective coordinated use of library and media resources.

We recommend that the State Superintendent of Public Instruction, the Division for Library Services, the Council on Library and Network Development, the Wisconsin Library Association, and other concerned groups study and evaluate simpler and more comprehensive area multitype library schemes for Wisconsin. It is our belief that the Wisconsin Library Network Plan recommendations do not constitute a basis for new library legislation in Wisconsin.

Mary Campfield

W. Lyle Eberhart

Ron Gorseger

James Klein

Robert Strack

GLOSSARY

Acronyms

- CESA: Cooperative Educational Service Agencies. Nineteen regional agencies established by the 1963 legislature to serve Wisconsin's public school districts. Each CESA provides its local districts with a means for improving programs and effecting savings through regional cooperation on a voluntary basis.
- COLAND: Council on Library and Network Development. A statutory council appointed by the Governor which advises the State Superintendent with regard to the general policies and activities of the state's programs for library and network development and interlibrary coordination. (Formerly Council on Library Development, COLD.)
- COWL: Council of Wisconsin Libraries. An organization with the primary goal of facilitating resource sharing among all types of libraries in the state. Under the auspices of COWL, WILS was established in 1972 and WLC in 1975.
- DLS: Division for Library Services. A division of the Department of Public Instruction responsible for supervision and improvement of school and public libraries and public library systems, and for coordination of all types of libraries. It is composed of three bureaus: Bureau of Instructional Media Programs, Bureau of Public and Cooperative Library Services and Bureau of Reference and Loan Services.
- LSCA: Library Services and Construction Act. Federal program to provide financial assistance to states for library development. It provides funds to extend and improve library services to rural and urban users, to residents in state institutions, to the physically handicapped, and for interlibrary cooperation.
- OCLC, Inc.: On-line Computer Library Center, Inc. A computerized bibliographic data base for the purpose of shared cataloging, and other services, by all different types of libraries. Access for Wisconsin libraries is provided by WLC (Wisconsin Library Consortium).
- WILS: Wisconsin Interlibrary Loan Service. Established by COWL in 1972 to provide interloan access for academic libraries and the libraries served by Reference and Loan Library to Madison campus library collections, MINITEX and the Midwest Health Science Library Network.

WLC: Wisconsin Library Consortium. An organization of COWL; it coordinates access for the state's libraries to OCLC.

Terms

Area: Used in this report to indicate an intra-state geographic division.

Multitype Library Network: Libraries of two or more types (e.g., school and public libraries) having formal or informal resource sharing arrangements.

Network: A formal or informal arrangement among libraries or other informational service organizations whereby materials, information and services are exchanged to improve services to users. See Appendix B.

Open Access: Arrangements so that a library's resources are available to people not among its primary users. This may include appropriate conditions or safeguards (e.g., a deposit or fee, one time use only, use of materials in-house but no checkout allowed, access on a reciprocal basis only, some restricted materials) depending on the library's policy.

Primary Users: A library's governing body defines its own primary clientele and services and its policy toward other users, subject to Wisconsin statutory provisions.

Resource Sharing: Cooperative activities of two or more libraries (e.g., interlibrary loan, reference referral, coordinated planning for personnel, collection development, etc.) developed to provide better services to the users of libraries.

Single Type Library Network: Libraries of one type (e.g., school libraries) having formal or informal resource sharing arrangements.